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OVERSIGHT OF CENSUS AWARENESS AND COMMUNITY OUTREACH PROGRAMS FOR THE 1990 CENSUS

HEARING

BEFORE THE

SUBCOMMITTEE ON GOVERNMENT INFORMATION AND REGULATION

OF THE

COMMITTEE ON GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

AUGUST 10, 1989

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OVERSIGHT OF CENSUS AWARENESS AND COMMUNITY OUTREACH PROGRAMS FOR THE 1990 CENSUS

THURSDAY, AUGUST 10, 1989

SUBCOMMITTEE ON GOVERNMENT
INFORMATION AND REGULATION,
COMMITTEE ON GOVERNMENTAL AFFAIRS,
Albuquerque, NM.

The Subcommittee met, pursuant to notice, at 9 a.m., in the Rio Grande High School Auditorium, Albuquerque, New Mexico, Hon. Jeff Bingaman, Chairman of the Subcommittee, presiding.

Present: Senator Bingaman, Congressman Steve Schiff.

Staff present: Ken Jarboe, Professional Staff Member, and Carole Hardwick-Schneier, Chief Clerk.

OPENING STATEMENT OF SENATOR BINGAMAN

Senator BINGAMAN. This hearing will come to order.

I want to start, of course, by thanking everybody for coming out this morning to focus on this set of issues. This is the first field hearing of the Subcommittee on Government Information and Regulation. I want to particularly thank the witnesses for their willingness to testify on the subject of the 1990 Census operations and the awareness programs that will accompany that census. Can everybody hear all right?

I'd also like to point out for the benefit of those in the audience that we will have the hearing record open for the next couple of weeks, so that if there is anybody who wishes to submit a written statement for us to include in the record, they may do so. There may be some things that come up today that people want to comment on for the record.

As I'm sure that everyone here knows, the uses of census information are numerous, and they have a direct affect on all of our lives. Census counts are used to determine the representation in the House of Representatives, and in State legislatures, as well as in county and municipal governments.

As important, census figures are also used to distribute Federal and State funds for assistance to different communities. Whether it's funding for better schools for our children, better health care for the sick, or better roads for everyone, census data plays an important role in determining where that funding goes.

As we approach the 1990 census, we see how far we've come in the past 200 years in our methods of collecting and disseminating census information. However, improved techniques have not elimi-

nated all of the problems. Many still exist, and we'll be hearing about some of those this morning. There remain certain groups who are undercounted consistently from census to census. Groups like Hispanics, Native Americans, blacks and other minorities immediately spring to mind when we think of the undercount.

There are also other unique groups that are undercounted that may not immediately come to mind, but that are equally important. They are the rural populations, the elderly, and the homeless. In a State like New Mexico with a high percentage of minority residents and a largely rural populations, these problems are serious indeed.

It's essential that we work to overcome these problems, and census awareness is essential to that effort. Without awareness, many of the typically hard-to-count groups will continue to be undercounted.

Today's hearing is meant to explore some of these issues in more depth. We've been made aware of a specific problem that occurred during the 1980 census. What I refer to is the so-called "citizenship sweeps" that were made by the Immigration and Naturalization Service at approximately the same time as the census. Such actions only added to the fears that many people have about the government, and confuse them about the purpose of the census.

We can prevent such actions by government agencies, but the fear of government harassment or deportation can only be eliminated through proper census awareness and education programs for the general public.

I want to stress one very important point: Census information on specific individuals is not used by any other Federal agency. It is not shared with the INS, Immigration and Naturalization Service. It is not shared with the FBI, the IRS or anyone else. Confidentiality of citizens' answers to the census is absolute and guaranteed by law. Census directors have even gone so far as to risk imprisonment for contempt of court rather than reveal individual census data.

With us today are representatives from the Bureau of the Census. From them we hope to gain an insight into the operations of the census that are now under way. We also hope to learn what they are planning to do to ensure a complete and accurate count of all persons in the United States and, more specifically, here in New Mexico. We hope to learn of their awareness and outreach programs, as well as some of their media strategies that are focused on some of these hard-to-enumerate groups.

We would like to point out that New Mexico already has had a large influence on that strategy. Earlier this year, a group of students from New Mexico State University placed second in a national competition on a marketing strategy for hard-to-enumerate populations. Their report concentrated on the problems facing Census in counting the Native American population. As I understand it, these students have already briefed census officials in the Denver regional office, and their plans have been incorporated in the Census Bureau's media strategy.

Also, the Census Bureau has a long-term contract with the Institute of American Indian Arts in Santa Fe to produce promotional products for the 1990 Census. There is a poster that we have here

today. Do we have a copy of it? I see one on the door as we come in up there (indicating). The poster was designed by a local Indian artist, David John. It's the first of the products that has been produced by the Institute of American Indian Arts as part of this contract.

I applaud the cooperation between the Census Bureau and the Institute of American Indian Arts and look forward to seeing the future products.

After the testimony of the Census officials, we will hear from representatives from State and local governments to learn of their efforts to get the word out on the importance and, in fact, the necessity of completing the census questionnaire and what communities can do in terms of local review to insure an accurate count.

Finally, we'll hear from representatives of minority communities, to hear of their specific concerns and their unique problems. We hope to hear their suggestions on what can be done to diminish or even eliminate the undercount problem.

Many of these groups have their own census awareness programs in place, and we'd like to examine them with an eye toward expanding them in cooperation with the Census Bureau.

The 1990 decennial census is an enormous undertaking. Its size and scope is unprecedented, and I commend the Bureau of the Census on its efforts on the 1990 Census which have been under way since 1984.

As we know from past history, and have had reiterated to us in our previous hearings on this subject, we must explore every possible avenue so that we can have a complete and accurate count of the people who live in the United States.

[Senator Bingaman's prepared statement follows:]

PREPARED STATEMENT OF SENATOR BINGAMAN

I would like to welcome everyone to this, the first field hearing of the Subcommittee on Government Information and Regulation. I would especially like to thank today's witnesses for their willingness to testify on the important subject of 1990 Census operations and awareness programs. I would also like to point out for the benefit of those in the audience that the hearing record will be kept open for two weeks for anyone who wishes to submit written testimony for the record.

1990 marks the bicentennial of census taking in the United States. The collection of this information, which is mandated by the Constitution, is extremely important to each and every person in the U.S. Thus, it is important that everyone is aware of the necessity to provide this information come Census Day, which is April 1, 1990.

As I'm sure everyone here today knows, the uses of census information are numerous, and have a direct affect on all of our lives. Census counts are used to determine the representation in the U.S. House of Representatives, in State legislatures and in county and municipal governments. The data is also used to determine the district lines.

As important, census figures are used to distribute federal and state funds for assistance to communities. Whether it is funding for better schools for our children, better health care for the sick, or better roads for everyone, census data plays an important role in determining where the funding goes. Other uses are to distribute funds for energy assistance and bilingual education, to assess the need for low income housing programs, to develop social service programs, to establish occupational and vocational education programs; the list goes on. Approximately $35 billion of Federal funds are tied to Census Bureau data. In addition, nationally another $50 billion of state and local funds are allocated based on census data.

Census information is also useful to communities in determining their needs. For example, by knowing the number of people in certain age groups communities are able to plan for new facilities, such as schools, day care centers and senior citizens centers.

As we approach the 1990 census, we see how far we have come in the past 200 years in our methods of collecting and disseminating census information. As our population has grown and the task of each census has become more difficult, our techniques have vastly improved over those used at the time of the first census in 1790. However, improved techniques have not eliminated all of the problems—many still exist. There remain certain groups who are undercounted consistently from census to census. Groups like Hispanics, Native Americans, Blacks and other minorities immediately spring to mind when we think "undercount". There are also other unique groups that are undercounted that may not immediately come to mind, but that are equally important. They are the rural population, the elderly, and the homeless. In a state like New Mexico, with a high percentage of minority residents and a largely rural population, these problems strike hard and deep.

The reason for this undercount lies with the method of enumeration. Most of us will be mailed census questionnaires and will return those questionnaires through the mail. Many groups cannot be counted in this way due to poor mail systems, inaccurate maps and address lists, and difficulties in locating very rural households. The methods of collecting the data must account for the special difficulties facing these populations.

It is essential that we work to overcome these problems. Census awareness is vital. Without awareness, many of the typically hard to count groups will continue to be undercounted. They must be made aware of the importance of the census. Better methods of enumeration are also necessary. Today's hearing is meant to explore these issues in depth.

We have been made aware of a specific problem that occurred during the 1980 census. One sad example is the "citizenship sweeps" made by the Immigration and Naturalization Service at approximately the time of the census. Such action only added to the fears that many people have of the government, and confused them about the purpose of the census. We can prevent such action by government agencies, but the fear of government harrassment or deportation can only be eliminated through proper census awareness and education programs of the general public.

I would like to stress one very important point. Census information on specific individuals is not used by any other Federal agency. It is not shared with the INS, the FBI, the IRS, or anyone. The confidentiality of your answers to the census are absolute and guaranteed by law—census directors have even gone so far as to risk imprisonment for contempt of court rather than reveal individual census data.

With us today are representatives from the Bureau of the Census. From them we hope to gain an insight into the operations of the Census that are now underway. We also hope to learn what they are planning to do to ensure a complete and accurate count of all persons in the United States, and more specifically New Mexico. We hope to learn of their awareness and outreach programs, as well as some of their media strategies that are focused on these hard to enumerate groups.

I would like to point out that New Mexico already has had a large influence on that strategy. Earlier this year, a group of students from New Mexico State University placed second in a national competition on a marketing strategy for hard to enumerate populations. Their report concentrated on the problems facing Census in counting the Native American population. As I understand it, these students have already briefed census officials in the Denver regional office and their plans have been incorporated in the Census Bureau's media strategy.

Also, the Census Bureau has a long term contract with the Institute of American Indian Arts in Santa Fe to produce promotional products for the 1990 Census. The poster we have here today, designed by a local Indian artist, David John, is the first of these products. I strongly applaud this cooperation between the Census Bureau and the IAIA and look forward to seeing the future products.

After the testimony of the Census officials, we will hear from representatives from State and local governments to learn of their efforts to "get the word out" on the importance, indeed the necessity, of completing the census questionnaire and what communities can do in terms of local review to insure an accurate count.

Finally, we will hear from representatives of minority communities, to hear of their specific concerns and unique problems. We hope to hear their suggestions on what can be done to diminish or even eliminate the undercount problem. Many of these groups have their own census awareness programs in place, and we would like to examine them with an eye toward expanding them in cooperation with the Census Bureau.

The 1990 decennial census is an enormous undertaking. It's size and scope is unprecedented. I commend the Bureau of the Census on its efforts on the 1990 Census which have been underway since 1984. As we know from past history, and have had reiterated to us in our previous hearings on this subject, we must explore every pos-

sible avenue so that we may have a complete and accurate count of the people who live in these United States.

Senator BINGAMAN. At this point I would like to defer to my colleague, Congressman Steve Schiff, who, of course, represents Bernalillo, Torrance, de Baca, and Guadalupe Counties in the U.S. Congress, and who is also, of course, vitally concerned about an adequate and complete census occurring here in our state. I'm very pleased to have him here. He and I were at a similar hearing to this on a different subject on Monday. I appreciate having him here. Let me hand the mike to him for any comments he has.

TESTIMONY OF HON. STEVE SCHIFF, A U.S. CONGRESSMAN FROM THE STATE OF NEW MEXICO

Mr. SCHIFF. I appreciate your inviting me to this hearing, which is a Senate Oversight Hearing. Your office and your staff set this up, and I'm glad to have been invited to participate.

I didn't mean to make a dramatic entrance, but I was stopped outside by a couple of folks very unhappy with their census form who wanted to make sure I knew about it before I came in here. They received the agricultural census form and they thought it had all kinds of problems. So I was late in the line of duty is what I'm trying to say.

But just to conclude, this is the first time I've obviously been in Congress, being a freshman; therefore, the first time I've encountered numerous things, including the census, from the point of view of being a Member of the House of Representatives.

A number of matters have already come up on the House floor—I know over in the Senate, also. Therefore, I'm looking forward to testimony and looking forward to learning and there are a few things I'd like to ask about when the time is appropriate.

Thank you, Senator Bingaman.

Senator BINGAMAN. Thank you.

As I indicated in my earlier statement, we have three panels scheduled to testify this morning. The first is made up of representatives of the Census Bureau. Peter Bounpane, who is the Assistant Director for the Census in Washington, D.C., has traveled here to be with us and tell us of the plans and programs that the Census is involved in.

He's accompanied by Bill Adams, who is the Regional Director for the Bureau of the Census out of Denver.

I understand that we also have with us today available Vince Lopez, who is the Area Director for New Mexico. Is Vince here? Thank you for being here. We appreciate it.

And Bill Anderson, who is the Albuquerque District Director. Thank you, Bill.

All right, Peter, why don't you go ahead with any testimony you have and then Bill, however you folks want to do this. We're very pleased to have you.

TESTIMONY OF PETER A. BOUNPANE, ASSISTANT DIRECTOR, DECENNIAL CENSUS, BUREAU OF THE CENSUS, WASHINGTON, DC,[1] ACCOMPANIED BY BILL ADAMS, REGIONAL DIRECTOR, BUREAU OF THE CENSUS, DENVER, CO

Mr. BOUNPANE. Thank you, Senator. We're pleased to be here. We really appreciate the concern of yourself and the Subcommittee on the Census. Most of our dealings are with the House because of the reapportionment in conjunction with the census. It's encouraging to see that you yourself and the Senate are also concerned about some of these issues, and have also been relatively supportive of us in our efforts to get ready for 1990. On behalf of our agency I wanted to say thank you for that.

With your permission, I would like to submit the full testimony for the record and summarize some of the brief remarks.

Senator BINGAMAN. That's fine. Let me say to all of the witnesses who are scheduled this morning that we will print your full testimony that has been prepared, in our record. We would encourage all of you to do exactly what Mr. Bounpane suggests, and summarize your testimony.

Mr. BOUNPANE. Congressman Schiff, I'm sorry about the agriculture census questionnaire. We work very hard on trying to make those things as easy as possible for somebody to fill out, but it's awfully difficult sometimes to word the question to get the answer properly and also make it easy enough for somebody to fill out.

We have the same criticism, of course, from people on the 1990 Census Questionnaire. We think we've done a job on improving that. Our best estimates are for most people in the country in 1990, it's only going to take them on the order of 10 to 15 minutes to fill that out, and we hope that that's not too significant a burden once every ten years.

If there were some other concerns about the agriculture census, we'd be glad to talk to you later and try and follow up on those.

With regard to the 1990 Census, it's 234 days away from today. We have a little countdown clock that we keep going because time slips away from us. It will be the 21st census for the country as a whole, our 200th anniversary. But in New Mexico, it will be the 15th decennial census taken in New Mexico. The first one was taken in 1850. We are trying very hard to make this the best ever.

We realize that we have made some mistakes in the past. In fact, I sat here at a hearing in 1982 in front of Senator Schmidt, where some of the concerns of people from New Mexico were raised.

I want to assure you that we did listen to those and, hopefully, the plans we have in place for 1990 will solve most of the problems that were raised at that time.

We have many programs nationwide to address the groups that you very adequately described in your opening statement. Those apply not only across the nation, but here in New Mexico. However, we do have special emphasis, of course, in this state on the Hispanic population and the American Indian population.

Not only have we changed our outreach and promotion efforts, which I'm going to describe in a minute, but we've also changed

[1] See p. 49 for Mr. Bounpane's prepared statement.

the actual procedures that we use to take the census to try and make sure that we count everyone. I'm not going to detail those in my summary here, but if you have any particular questions on that particular part of the census, we'd be happy to answer those, as well.

I've had the good fortune to examine censuses in other countries around the world. In some countries, censustakers have some real advantages; people are required to stay home until the censustaker comes, your house is marked to show that someone has visited, and so on.

We don't take the census that way here and, actually, I'm very happy about that. But when you have the freedoms that we have, it means you have to depend on people's willingness to participate in the census.

Basically, the American population is very, very willing to participate, and we're glad of that. But it means we have to do our part to make them aware of it every ten years and encourage their participation.

With that as background, let me tell you a little bit about the promotion campaign we're outlining for 1990. It's a rather extensive one, and I'll just go through some of the key components of that.

The first major component of the promotion campaign I'd like to spend a little time on is our effort at publicity, primarily through the mass media.

As in the last census, we have made a contract with the Advertising Council, which is an organization that handles public service advertising.

Unlike the last time, however, we have secured the services of many advertising agencies at this time, not just one, which was done in 1980. That same advertising agency will help again. However, we are joined by four other advertising agencies, one aimed at the Black community, one at the Hispanic, one at the Asian, and an agency that will handle the advertising in the Commonwealth of Puerto Rico.

As you mentioned in your opening statement, in addition to that, we have just entered into an agreement with the Institute of American Indian Arts. Just last week some staff and I were in Santa Fe talking to the Institute.

They will, in effect, act just like the advertising agencies do for the Advertising Council. So they will produce for us posters, promotional materials, some radio spots and things like that. We are very excited about this opportunity.

It's a major change since the 1980 Census, and we hope it will go a long way towards making the count of American Indians as accurate as possible in 1990.

The second component I wanted to mention is the fact that we're working very closely with many national organizations to try to get on their agenda at their national meetings and to meet with their Board of Directors. We asked them this time if they would be willing to sign letters of support for the census, proclamations, and things like that. So far, about 180 organizations have done that.

To give you some examples, we have such support from the Mexican-American Legal Defense and Education Fund, the National

Congress of American Indians, the National Urban League, and the American Association of Retired Persons.

The third component I wanted to say a few words about is our efforts through religious organizations. In many instances, the religious leader can speak very well to his community. If we can convince them of the importance of the census and they can tell their people, then the message should get out very well.

We have some major programs going. They are concentrated at the black church and the Hispanic Catholics, but they are not limited to those. We have just signed a cooperative agreement with the Secretariat of Hispanic Affairs in the Catholic Church in which they're going to help us get the census message out through their normal channels.

The fourth part of the promotion campaign I thought I'd say a few words about is our education project, which is a set of curricula and homework assignments that we have prepared and they are graded K through 12.

What we hope is that teachers of various types of classes, whether they be social studies, mathematics or something like that, can incorporate these census lessons into their curricula and then give the child homework assignments next March to take home. While talking to their parents about doing the homework assignments, the children will, in fact, talk up the importance of the census.

Obviously, there is a benefit to us in this, but there is also, we hope, a benefit to the student in that it teaches a little bit about the history of the country, about the Constitution and, hopefully, will ease some of the concerns some students have in dealing with numbers.

We've tried to make this a little bit of fun so the child will not be afraid of a bar chart or something like that.

We are very pleased with this program. It's very much expanded and approved since 1980. We have, so far, mailed these school kits out to every educational system in the United States. For your information, three of the 10 lesson plans are also available in Spanish.

The fifth component I wanted to talk about is our efforts to work with local governments, be they State or city. It's clear that we, in Washington, do not know the locality as well as the people out there who live there and run it every day. So what we're trying to do is work with them, making it a partnership effort, to make the census as accurate as possible in their community. I want to be sure that people understand that that doesn't mean we are going to shirk our responsibility. It's still our responsibility to come to you as Congress and get the funds to take the census and to sign on the dotted line when it's over for the quality of those numbers.

However, by working with local communities and making them part of the process, we're able, I think, to enumerate much better than we did the last census.

One of the programs that we've changed is the local review program. That basically means that a local official has a chance to look at the numbers during the taking of the census to give us any comments on where they think the census numbers might be deficient so that we have an opportunity to correct them during the taking of the census when there's still an opportunity to do so.

In order to do that, of course, the local officials need to have a little bit of training. So new for 1990, we have instituted a training program. It's run through the State Data Center Program, and here in New Mexico, the State Data Center has already run a training program for local officials on local review and, later this month, there will be a second round for those who might have missed the first one.

In addition, we mailed out some pamphlets and materials to each local government telling them a little bit about the census and what they can do to make it work well within the community. And we are holding a decentralized set of meetings which we call regional elected official meetings across the country. They are one day in length and we invite officials in. In the morning we tell them about the census and what they need to do to make it work.

In the afternoon it's sort of a work session with smaller groups in which they think of ways in which they would like to promote the census within their community to supplement what we're doing on a national basis.

The sixth component of the campaign is our efforts with American Indians and Alaska Natives. Of course, here in New Mexico it would be American Indians.

We have instituted a couple of programs, prime would be the Tribal Liaison Program. It is our effort to have each of the tribes name one person who we can communicate with very frequently and tell them about the census so that they can take it back to the tribe and be sure that we're ready to take the census adequately on their particular reservation.

So far, in New Mexico, 21 such tribal liaisons have been named. Mr. Adams, who is sitting here, has visited almost all of the pueblos and reservations in the State at least once. Many of us from Washington have joined him on some of those visits, so that we can see firsthand some of the problems and talk to the tribal governments, understanding their problems and how they operate. Through these programs, we can make sure that we do our census taking and census promotion in accordance with how things operate on their particular reservation.

The seventh component that I want to talk about a little bit is what we call our census community awareness program. This is basically a grass roots outreach program across the country to try to talk to people in their communities one-on-one or through their local leaders and local organizations.

This is hard work but absolutely necessary if you are going to get the message out there to the kind of people who might have the opportunity to be missed in the census.

You introduced some of the people who are here with us today. I want to take this opportunity to mention a few more who are part of our census community outreach program. We have Don Mitchell, who is one of our key leaders in the Census Community Awareness Program, and within the State we have Norma Rivas and Paul Romero, who are right behind me here.

The job of these people is to get out there and talk to local leaders and local community groups now to build a basis of support, so that when we show up in early 1990 and say, "The census is coming, please tell your members of the importance and safety of

being in the census," they will do that because we will have worked with them to gain their trust.

So far, the kind of people I've just introduced to you have made almost 400 visits around the State to gain support for the 1990 Census.

We have a list of about a thousand local organizations within New Mexico that we are in contact with to get the census message out. Now, between the two of these, that is both the census community awareness program and those efforts with local government, some things are already in place.

In Albuquerque the Mayor has already formed a complete count committee, and the school system is already committed to use our census education program, and the Neighborhood Coordinator's Office has agreed to promote the census through their own neighborhood organizations.

Several of the community centers here in the city are committed to promoting the census with posters and flyers and actually setting up questionnaire assistance centers.

In Santa Fe, they've also set up a complete count committee, and they have several senior citizens groups there who are going to put census promotional messages in their newsletter.

On the State level, the New Mexico Coalition for Literacy is going to promote the census throughout the State. Once again, that's very appropriate; it might reach an audience that could have a high probability of being missed.

And the State Department of Human Services has agreed to distribute census information with food stamps and welfare checks. These are just illustrative. There are many others going on, but I just wanted people to understand that it is working. For those people at the State and local level who are doing this, we are very appreciative of that.

Now let me talk a little bit about questionnaire assistance. I know Congressman Schiff said a little bit about the difficulty of filling out that questionnaire in the agriculture census. People might have trouble filling out the census questionnaire as well, so we are trying to offer them some assistance.

It comes in two ways: There is telephone assistance available, and there will be what we call walk-in assistance centers available where someone can take their questionnaire and there will be someone there to help them fill it out and, if necessary, answer their questions.

What I wanted to point out to you is that this assistance occurs in English and in languages other than English. So we will have a toll free number available to everyone that they can call.

Obviously, there will be English operators there. In addition, however, for the first time we're going to have toll free numbers for Spanish and six Asian languages. So that if someone calls that number, they will get someone who speaks their language as well as English in answering questions about the questionnaire.

The census questionnaire itself is also available in Spanish.

We are going to produce census promotional guides. They are really instructions on how to fill out a census questionnaire in 30 languages. Those are primarily Asian, but there are others, as well.

Now, we recognize that for American Indians there are many people who may have trouble speaking English or prefer to speak their native languages, and in many instances, those languages are only oral, not written.

We have already made arrangements that during the field training for the enumeration of the Navajo Reservation, through the Navajo Community College Language Department, we're going to have someone there to do the translation into Navajo.

Finally, let me point out that just a few days before the census questionnaire even arrives, in areas of the country where we think there may be difficulties in enumeration, people who might fear the census or something like that, or have trouble with the English language, we're going to deliver a pre-census motivational message.

It will be in English, Spanish, and three Asian languages. It basically says several things. First of all, it talks about how important the census is and the safety of it, as you outlined in your opening remarks.

In addition, it says that this is the United States and, therefore, the census will be done in English. And then it says something to the effect that, "However, we realize some people may have difficulty with English. They still should be counted as well, and, therefore, we are supplying assistance in languages other than English and here is how you get it."

That is new for 1990. We did not do that in 1980, and we think that will help.

Finally, I should point out to you that our goal is to hire people from the neighborhood they live in to work in that neighborhood. That implies that if it's an area where a language other than English primarily is spoken that person needs to be able to speak a second language so, in effect, we will have bilingual enumerators where they are needed.

In summary, Senator, those are some of the key things that we're doing. I hope you at least get an idea that we're trying a wide scope of things to get this important message out there that it's very important to be in the census and that it's safe to be in the census.

I thought you said it very well in your opening remarks. Unfortunately, most people don't understand that and still don't believe it, even when we try to tell them, and that's one of the main reasons they are fearful of putting their names down in the census.

We think that these efforts, as well as changes in the census procedure, are going to go a long way towards making the 1990 Census the best we've done and, certainly, much more successful than we were in 1980. That concludes my summary remarks, and I'd be very happy to answer any questions you might have.

Senator BINGAMAN. Thank you very much. Let me ask a few questions and then I'm sure Congressman Schiff will have some questions that he'd like to ask.

My understanding is that here in New Mexico, your plan would be to mail questionnaires to essentially everyone in 3 of our main counties, Bernalillo County, Los Alamos, and Santa Fe and also 17 cities within the State and then do the door-to-door survey in the rest of the State.

Is that an accurate description of how you are approaching this?

Mr. BOUNPANE. Yes, it is.

Senator BINGAMAN. I am concerned, very frankly, that in some of the rural parts of our State where it's a long way between houses, is this door-to-door enumeration or door-to-door survey an adequate way to contact all the people that need to be contacted?

There are some parts of our State where it's sort of hard. I don't know how long a period you've set aside to get this done, but it's going to take a while to get around to all the houses we have scattered around the rural part of our State.

I'm wondering if that's the most efficient way to do it or if maybe a mailing does not make sense in some of the rural areas as well?

Mr. BOUNPANE. I think that's a reasonable concern. Traditionally, you are correct, that where you do door-to-door enumeration there is more opportunity for missing a whole house because you didn't stop at it. So we have several things in place to try and take care of that.

The first is that an unaddressed set of questionnaires is given to the postal service for drop-off to every single place on their route. So if a questionnaire is dropped off but no censustaker ever shows up, the person can still have the phone number there to call and say, "I've got this questionnaire and no one ever arrived to pick it up."

The second thing is we ask the supervisor to go in advance of the actual enumeration and to do a little pre-list, that is to do a list of some houses in advance on a sample of streets.

Then when the enumerator's work comes back, it's checked against that prelisting. So if it's found that an enumerator did not do a good job of stopping at every house, as they were supposed to, we have a chance to go back and recanvas the area.

Lastly, there is an operation called "Were You Counted?" which is at the end of the census. When we think we are finished, we announce, "We think we are finished. Were you counted?"

If you think not, you are asked to fill out a very brief form indicating your name, address, and a few key characteristics and send it to us. We will check it against our records. If you have not been enumerated we will add you.

I think these, in general, should generally satisfy the kinds of concerns that you raised.

Senator BINGAMAN. Mr. Adams, did you want to add anything to that?

Mr. ADAMS. A couple of things, Senator. Mr. Bounpane is correct. The quality control that we have for each of the enumerators, through their supervisors, is one way of checking it.

I'd also like to emphasize the Local Review Program, which is one of the things that I personally am working at intensively here in New Mexico and throughout this region, because we do have the largest percent of rural-type enumeration of any of the 13 regions that exist in the country.

You are absolutely right that the fact that we have not been able to create an address list in advance has the potential for units of rural addresses to be lost.

So we believe that if we can get the local governments to work closely with us through this local review program, looking at the

results of the census, following the census in the summer of 1990 at the block level, they may—and very often, we hope—would be able to tell us where enumerators might have missed units.

One other point is our training of enumerators on how to canvas areas, how to read a map, that kind of thing, is considerably improved from the 1980 procedure, and we're optimistic that some of the problems that might have existed in 1980 won't happen.

Senator BINGAMAN. Okay. Let me ask about the issue of counting undocumented aliens. That's an issue that I know we're hearing a lot about in Congress these days, both from the House side and the Senate side. There are various proposals to try to direct the Bureau of the Census to exclude undocumented aliens from the count. Of course, my view is that it would be unconstitutional to not count them as part of the census. I think the Constitution makes very clear that your mandate would be to count all persons in the United States.

But given that you have already gone ahead and printed your questionnaires, what kind of additional cost would be involved to the government, to the U.S. taxpayer, if a determination was made at this time that it was possible or advisable to try to exclude from the census count undocumented aliens?

Do you have an estimate on that?

Mr. BOUNPANE. We don't have the exact cost estimate. People are still working on that. But I can tell you it is many millions.

In addition to the actual cost of doing that, there is the other problem of whether or not there is enough time to redesign the questionnaire and get it printed—these questionnaires have to be printed on special paper because of the computer process that is used.

Finally, if you added those kinds of questions to the questionnaires to try to determine a person's legal status, it's going to then be very hard to do some of the things I just outlined of convincing people of the safety of the census and that there isn't some kind of Big Brother computer or something bad would happen to them by putting their name down on the questionnaire.

We are very concerned about that. We feel it might encourage people not to be in the census. We tried to make that very clear in the hearing just last week in Washington.

Senator BINGAMAN. I think that's an important point. I think all of the efforts that are made to try to persuade people that the census is not intended to be an aid to the Immigration and Naturalization Service or to the Internal Revenue Service or to the FBI or to any of the other government agencies that some people are apprehensive about, would be severely impaired if you started asking people about their legal status on the questionnaire. I think that's an excellent point that needs to be reiterated.

Let me ask a little about the hiring practices. I understand that in 1980, when we were talking about personnel who did some of this so-called enumeration, the complaint was made that many of the people who were working for the census in Northern New Mexico and some of the rural areas were not able to speak Spanish and were not, therefore, really able to do the job that needed doing.

What steps have you taken to ensure that that problem doesn't exist either in the Hispanic community or in the Native American community in our State?

Mr. ADAMS. We've taken a number of steps. We regret that in 1980 we had those kinds of situations.

The full policy of the agency for 1990 is that we will hire local enumerators. By that, we mean that as we are developing our files for applicants, we will be coding the location of where the applicant lives. And as we make our selections for enumerators, we will make every effort to be certain that the enumerator for a particular area is from that area.

Our expectation, therefore, would be that in those areas where Spanish, for example, is the predominant language or in the case of a pueblo or a reservation, the particular language of that tribe would be predominant, that the individual who is going to be our enumerator there will be fluent in that language.

Senator BINGAMAN. So I can take it that the enumerators that you hire to work on the Navajo Reservation, for example, would be Navajo citizens who can speak the language and know that area?

Mr. ADAMS. Absolutely. That will be a fundamental criteria. I would predict that 99.9 percent of the enumerators on the Navajo Reservation will be Navajo people.

Senator BINGAMAN. Let me ask about this lawsuit that you folks recently settled with the City of New York dealing with the undercount adjustment.

Can you describe for us what the gist of that is and what, if any, impact that would have on us here in the Southwest?

Mr. BOUNPANE. Basically, the City of New York and several other people have filed a suit to require the Census Bureau to be in a position to adjust the census count after 1990. Adjust is a word that means try to estimate the number of people missed in the census and then add them back into the count through statistical techniques.

We had announced that we did not plan to do that because we felt that the techniques for doing adjustment were inadequate and might make the counts worse after an adjustment rather than better.

Obviously, no one argues with the intention of trying to get everybody counted and trying to make census counts as accurate as possible.

The suit went to trial in July, and on the first day of the trial, an agreement was reached between the City of New York and the Department of Commerce. Basically, the settlement reads as follows: It says that the Department of Commerce will reconsider its decision that was previously reached that it would not adjust. The Department of Commerce will consider it again, and they will make up their minds by July of 1991.

However, meanwhile the census is supposed to be done and, be done as well as possible. And the mandated dates are to be met, that is, December 31st, 1990, to turn over the counts to the President for the 50 States for reapportionment and April 1, 1991, to turn back to each of the 50 States the numbers that are used within the State for redistricting.

These counts will be marked to say that in July of 1991 a decision will be reached and it is possible that a second set of numbers will be distributed at that point in time.

The long and short of it, in terms of implications here, is, I think, that we are now clear to go forward and take the best census possible because it is to everyone's advantage to do that. I think that would apply everywhere. If it's found that adjustment is technically feasible and makes census counts better, then we are in a position to do it. If not, then you have good census figures to fall back on.

Senator BINGAMAN. I have one other question before I defer to Congressman Schiff for his questions.

Can you give us the schedule that you folks are going to follow, at least major events, that will happen over the next year or two years so we have a better perspective?

We are now in August of 1989. What else will happen this year? When will the mailing occur? By when do the people need to be counted in order to be included, and when will we finally know how many people live where?

Mr. ADAMS. I'll try to answer that. First, I might say that some major events have already taken place. We did, here in New Mexico, a listing last year of addresses in certain metropolitan areas as part of the process of putting together our address list.

We opened an office here in Albuquerque in February of this year which we are calling the master office for the State. We generally have those in our region in each of the states. I believe there are 100—about 109 of those offices nationally for the purpose of doing preliminary work on doing the mailing list for the census areas.

We are through major portions of that here in New Mexico and are just, as we speak, beginning a second phase of it, which involves a very few number of people, less than 50, to finally complete the mailing list.

Later this year, in the fall, we will open two more offices in the State, one in Santa Fe and another in Las Cruces. The State will be divided into three portions for purposes of administrating the census.

Early next year in the early months of the year, we will begin to develop a staff, and we already are doing this, as a matter of fact, with the applicant filings for all the jobs that will be needed. We estimate we have about 1,500 positions throughout the State, the great majority of which, of course, are enumerators that will be needed to take the census.

Now, we know from experience that we have considerable turnover in the process and, therefore, we will probably employ something more like 3,000 people in the State. So we are now putting together our applicant files, and will continue to do so. We will have all that done, we hope, by the 1st of March of next year.

On March 23, the census forms are mailed to every address and delivered to every address where people get mail throughout the State. The 23rd of March is a Friday.

On the following Monday, the 26, in rural areas, the door-to-door enumeration begins. We have hired and trained staff to do that.

For the mail census areas, we will begin follow-up of the non-responses for those addresses for which we did not get a return in late April. We expect to complete the major field operations by mid-to-late May here in New Mexico.

In August, we will deliver the preliminary housing counts to the local governments for local review, and ask them to return to us the information about the misses that we have.

We will then go out in the field to check those. We expect to close our offices in the early fall. We actually will revert back to a single office sometime in the summer next year and continue the final operations again from the Albuquerque office here.

We should be out of the field by the early fall, September of next year. And the final numbers, then, are delivered to the President on December 31, 1990, and to the Governor on April 1, 1991.

Senator BINGAMAN. All right. Thank you very much.

Let me defer to Congressman Schiff.

Mr. SCHIFF. Thank you, Senator, and let me publicly thank you for inviting me here today on what is a Senate Subcommittee Oversight Hearing, and I'm grateful for your courtesy.

I'd like to ask about language and dealing with language difficulties in completing the census. I would say I'm sure that English is the predominant language in this country, with Spanish, I would imagine, being the No. 2 spoken language in the United States. But, of course, there are many people who speak a variety of other languages.

In round numbers, how many other languages do you believe you offer assistance with and how would someone get that assistance? If I spoke German or French only and needed assistance, how would I go about getting assistance from the Census Bureau?

Mr. BOUNPANE. There are a couple of ways. First of all, hopefully, the Census Community Awareness Program that I have told you about is visiting some of the local organizations where someone who spoke a language other than English might go.

For example, in Los Angeles, where there are a large number of Cambodian community groups and Laotian community groups and things like that, our community awareness people are going there now. And later on this year, what they will do is bring those community organizations the language guides. We have language guides in 30 languages.

Frankly, I'm not sure, by the way, that they will be in French and German, since most of the people here who came from France or Germany can basically speak English. Our language efforts are more oriented toward the newer immigrants.

Mr. SCHIFF. Are all the questionnaires in English?

Mr. BOUNPANE. The questionnaires are in English and Spanish. The language guide is a facsimile of the questionnaire which is a follow-along explaining how you fill it out.

Mr. SCHIFF. You have that in 30 languages?

Mr. BOUNPANE. Yes, we have that in 30 languages. It's available for you as a respondent, and it's available for the enumerators.

The other thing that we can do, as I mentioned, is those toll free numbers which are available in Spanish and the six key Asian languages.

Mr. SCHIFF. Thank you.

In the general form you have, it explains the questionnaires, and you say there is a short questionnaire of 14 questions and a longer questionnaire.

When do you use short and when do you use the long, normally speaking?

Mr. BOUNPANE. They are all delivered simultaneously, and each household will get either the short questionnaire or the long questionnaire. Five-sixths of the people in the United States will get the short questionnaire, one-sixth will get the long questionnaire. It's basically a systematic approach, so that we line up all of the housing units and every sixth one gets the long form questionnaire.

There are some changes in small localities, but that's basically how it works.

Mr. SCHIFF. Now, the people who wanted to speak with me outside were referring to the agricultural economics land owners material of which they gave me a copy. And it has certainly more than 14 questions.

Does this go to every person engaged or believed to be engaged in agricultural business, as opposed to one out of six who will otherwise get the long form?

Mr. BOUNPANE. That's actually a different program. That's from our census of agricultural, which we do every five years, which is different than the decennial census.

Yes, however, during the census of agriculture, the intent is that every person engaged in agriculture would get that questionnaire, or one like it.

Mr. SCHIFF. As you can imagine, as I indicated, they feel that's a certain oppression on their industry that everybody in that business, every 5 years, has to fill out essentially a long form, if you will.

Is there any other business or industry we take an economic census of in that fashion like we're doing with the agriculture business?

Mr. BOUNPANE. Yes, all of them. We take a census of manufacturing, a census of business, and so on. Those are all five-year intervals as well as ongoing surveys of manufacturing and business.

I know it's somewhat of a burden to fill this out, but those data are important for appropriate planning within the country. There's just no other way of putting it together other than by going out and asking the people who are either in the farming business or retail business or whatever.

Mr. SCHIFF. My father sells shoes for a living, and has since before I was born. Does every owner of a shoe store get a form every 5 years so you can find out what's happening in the shoe store business?

Mr. BOUNPANE. My offhand reaction is yes, that's the case, but I will check that with you. I know there is something that's done with small businesses so that they are not as involved as big businesses, which, obviously, could assign the questionnaire to somebody on their accounting staff who could fill it out relatively simply as opposed to a business of one or two people where somebody has to sit down at the task at night to do it.

Mr. SCHIFF. I ask because the people involved, including an executive with the New Mexico Farm and Livestock Bureau, clearly

feel that they are put upon. And I want to give a proper response either to you, that they are put upon, or to them, that this is vitally needed information necessary for important national planning. So I would appreciate any additional information that you could give.

Mr. BOUNPANE. I'd be more than happy to get the appropriate people at the Census Bureau to talk to you and to those people.

Mr. SCHIFF. Finally, I would like to come back to the subject that Senator Bingaman raised with respect to undocumented or illegal aliens.

The Senator, of course is quite correct, the issue of how or whether or in what form, for what purpose to count such individuals now within our borders is a major issue on Capitol Hill right now in both the Senate and the House.

I'd like to go back one moment. This is my first census as a member of the House. Can you tell me what has been done in previous decennial censuses, if anything, with respect to counting or not counting or distinguishing in any way undocumented or illegal aliens in this country?

Mr. BOUNPANE. Yes. Our basic approach throughout the census-taking in the United States, as far as I can go back, has always been that we count everyone who is usually resident in the United States as of the time of the census. That means that we don't ask are you here legally or illegally. That's not our intention. We don't identify that person-by-person. We count everyone who is here at the time of the census.

It's because of the reasons that you pointed out. The Constitution says "whole number of persons." And we think Title XIII, which is our law which enables us to operate, implies the same thing; so we have always done it that way.

Mr. SCHIFF. I'm trying to avoid the obvious policy questions. I want to make sure I understand the facts of the matter.

So, in prior decennial censuses, all the way back to 1980, there was, in fact, no effort made to distinguish a legal alien from an illegal alien and documented person versus undocumented; is that correct?

Mr. BOUNPANE. There is no effort to determine a person's legal status here person-by-person. There is an effort to make sure that everybody gets counted in the census, but with no determination of the legal status.

Mr. SCHIFF. Let me pursue this a little bit more. One use of the census figures is to plan the disbursements of Federal tax dollars in terms of various Federal programs.

Isn't that correct?

Mr. BOUNPANE. Surely.

Mr. SCHIFF. So that means that counting everyone within our borders, including those who are undocumented, means they are counted equally as citizens in terms of the disbursements of various Federal programs or subsidized housing units or any other program?

Is that correct?

Mr. BOUNPANE. To the extent they're counted in the census, yes, that's correct.

Mr. SCHIFF. That means, also, that there is a—they are also counted in the apportionment of United States representative districts throughout the country. In other words, if we assume, as a round number, that a district, a House district, has, say, 550,000 individuals, any number—I realize that's variable, but if we take that as a round figure—any number of these people from the 1980 census could have been or could be undocumented or illegal aliens.

Is that right?

Mr. BOUNPANE. That's correct.

Mr. SCHIFF. Essentially, then, the number of illegal aliens to be represented in the United States Congress is the same as citizens of the United States.

Is that right?

Mr. BOUNPANE. I'm not sure I understood that.

Mr. SCHIFF. All right. Well, if we're counting whole persons, regardless of their legal status in this country, then the number of individuals represented in the House make up the districting of, say, 550,000 who are undocumented individuals, is going to be equal to the number of citizens who are represented in Congress, that is the House, regardless of how many numbers of those live in which district.

Mr. BOUNPANE. I'm not sure I understand. Every person counts, regardless of their legal status. And then you use those numbers to both apportion the House and allocate funds.

Mr. SCHIFF. My point is a district with 550,000 citizens has one Member of Congress. A district of 100,000 citizens and 450,000 undocumented citizen residents has one Member of Congress?

Mr. BOUNPANE. If there was a district like that. You are correct.

Mr. SCHIFF. So, let me ask one last question. There have been amendments or bills proposed that would say that, at least for the purpose of apportioning the House of Representatives, illegal or undocumented individuals should not be counted.

If that were to pass—and I understand there might be a Constitutional objection to that—but if that were to pass, that would be something new, as far as you are concerned in the Census Bureau?

That has never been done before; correct?

Mr. BOUNPANE. That is correct. And, as I pointed out earlier, awfully difficult for us to do.

Mr. SCHIFF. I understand. Gentlemen, thank you very, very much, and thank you, Senator.

Senator BINGAMAN. Thank you, Congressman Schiff.

Let me ask one additional follow-up that occurred to me in light of Congressman Schiff's questions about the agriculture questionnaire.

What is the penalty, if any, for a business or individual engaged in agriculture failing or refusing to put that information out?

Mr. BOUNPANE. I'm not familiar with the specific one for agriculture. There are monetary penalties for refusing to participate in the census. We choose not to enforce those, but, rather, to encourage participation.

If you would like to know the exact dollar amount, I could answer for the record.

Senator BINGAMAN. But your policy recently has been not to enforce any kind of penalty for failing to do so, but to encourage voluntary compliance? Is that how you do it?

Mr. BOUNPANE. Yes.

Senator BINGAMAN. We have a variety of additional questions that we've prepared here, and since we have two additional panels, I think what I'll do is to submit some of these to you for the record and ask for your responses in the next several weeks.[1]

Again, we appreciate you both being here to answer these questions, and we wish you well and hope that all your high hopes for an accurate census come to fruition.

Mr. BOUNPANE. We think they will. Thank you.

Senator BINGAMAN. Thank you very much.

Our next panel is a panel of local government officials. Grover Nash, the Mayor of the City of Rio Rancho, Scott Scanland, President of the New Mexico Municipal League, and Dolores Waller, Special Assistant to the Mayor of Albuquerque, and they are accompanied by Shirley Wozniak and Kevin Kargacin and Kathy Brook.

If that panel would come forward, please?

Let me make one correction. I gather Shirley is here to accompany Dolores Waller, and Kevin Kargacin and Kathy Brook are here to give a separate presentation, which we appreciate.

Let's take folks in the order I introduced them. Grover Nash, who is the Mayor of the City of Rio Rancho, we're very pleased to have you here. Go ahead.

TESTIMONY OF GROVER NASH, MAYOR, RIO RANCHO, NM

Mr. NASH. Thank you, Senator. Thank you for inviting me.

Those of my generation probably recognize a scene from a classic movie where John Wayne is addressing a lieutenant, "Never apologize, Mister, it's a sign of weakness." I apologize, however. Due to a misunderstanding in my office, I did not prepare any written testimony, but I can assure you that had I done so, it would have not been any longer than what I'm going to say.

First, I'm happy to report that just last night the Committee on City Development gave me authority to appoint a census planning committee. I think it's an essential step in seeing that we get a complete count.

I intend to have representation from our business community and religious groups in the community, the educational community, the community organizations, the media and minority groups. I will be getting that ready to gather very shortly.

I think the second question that was mentioned in particular in your letter to me was why is this census effort important to my community and presumably to most communities. But I think to Rio Rancho, in particular, it's important because of the fact that Rio Rancho didn't exist as an incorporated municipality in 1980.

As a result, there was a community there, of course, but it had no defined boundaries and the figures that resulted from the 1980 census were, at best, approximations of the people in the communi-

[1] See p. 65.

ty, once we established boundaries. By the way, we did incorporate in 1980. The government came into being in 1981. So we have lived for a decade with problematic figures to begin with.

Then, in addition, we've experienced in southeastern Sandoval County, Rio Rancho, in particular, of course, tremendous growth. We were approximately 10,000 persons in 1980. We are quite certain that we're over 30,000 at the present time. I think from the previous testimony, you can see the effect that this has had on our community.

I rather frequently have to sign documents requesting grants, particularly in the area of law enforcement, where the figure, the official population figure is, oh, 9,400, something like that, sitting there knowing that we're over 30,000.

But we understand and appropriately that the only official population figures that governmental agencies can operate on are those from the census. So that is one part of the program that we are concerned about.

We are very concerned about districting. Not only does the city have an election coming up in March of 1990, though we won't have the figures by that time, we know that our city districts are out of shape, so-to-speak, out of proper proportion. But there is very little we can do about it.

We're in sort of a hard choice. We could go ahead and make estimates and redistrict, but that could be challenged in court because there are no official figures.

On the other hand, if we don't redistrict, we could be challenged on the basis that it's common knowledge that changes have taken place.

Similarly, in Sandoval County, through the action of the Legislature, State Legislature, last year, certain counties were given permission to expand their county commissions from three to five members. Sandoval County is considering that right now.

If that is done prior to the 1990 Census, again we at Rio Rancho are very concerned about equitable representation.

Another area that is of great concern to us, we look forward to the census, is our economic development efforts. I talk here with respect to both retail business and industry, that is providing corporations, businesses that want to move into the community, with some information about our community.

As I say, we are pretty sure we're over 30,000 people, but how are these people distributed? Age wise we started out years ago as at least a semi-retirement community. We know from the schools and the growth of the schools in the community—we now have three elementary and a mid-school and probably we could almost double that number of schools to really accommodate the children we have. So we know that this distribution of age has changed dramatically.

We're interested in knowing our economic situation. We are fortunate we don't have the problems of a large city with respect to impacted areas and so on, but we have essentially little or no information about the economic status of the community.

We're concerned about how many people are commuting into other parts of the metropolitan area both ways. We see movement into the Albuquerque area in the morning as well as out of Albu-

querque into Rio Rancho. This is important to us with respect to planning our transportation.

So to summarize, the City of Rio Rancho is extremely concerned with the census. We appreciate the efforts of the Bureau of the Census, and their outreach programs. We're going to be taking advantage of those.

And as a result, just as soon as possible, we hope to know more about our own community. Thank you, Senator.

Senator BINGAMAN. Thank you very much. Why don't we go ahead in the order that I introduced people and ask Scott Scanland to give us his views as President of the New Mexico Municipal League? Scott, thank you for being here.

TESTIMONY OF SCOTT SCANLAND, PRESIDENT, NEW MEXICO MUNICIPAL LEAGUE, BOSQUE FARMS, NM [1]

Mr. SCANLAND. Thank you, Senator, Mr. Chairman.

On behalf of the Board of Directors of the New Mexico Municipal League, we appreciate the opportunity to visit with you for a few minutes about the census.

To the average person, the census is just a nose count. To local governments, the census is much more. It's accurate planning for the future. It's funding for cities, towns, and villages. It's political representation or, as the Congressmen might be aware of some of these feelings by some elected officials, it's "Am I going to keep my council seat?"

Mr. SCHIFF. Or Congressional seat.

Mr. SCANLAND. Congressional seats, also.

Before going into each of these important issues—municipalities, I'd like to take a moment and tell you some of the problems encountered the last time the census was taken.

Due to some beliefs by some of our cities that thought they were significantly undercounted, we undertook a lawsuit against the Bureau of Census. Our major areas of concern were:

In Portales, we believed there was a serious undercount because of Eastern New Mexico University. The city officials thought that the timing of the count was detrimental to the totals. The students weren't there.

In Gallup, our city officials believed that houses that were counted as vacant were not vacant. Who is in a better position to know that than our local city officials, our local city planning staff, local police departments, et cetera.

Additionally, due to the configuration of the boundaries of Gallup, city officials believed whole neighborhoods were not counted.

In Farmington, entire subdivisions were felt to be excluded from the count, resulting in over 1,000 housing units not being included. This, of course, resulted in close to a 3,000-person undercount in the City of Farmington because the housing unit was the basic unit times the set number per household. I believe that number was 2.85 per household. Many of your officials thought that that

[1] See p. 164 for Mr. Scanland's prepared statement.

number was not representative of the New Mexico family composition. We still have our doubts about that number.

In Northern New Mexico, serious under-counts were believed to have occurred for a couple of reasons. First, there were newspaper articles alleging that census workers were not performing their duties, but, instead, were partying during their assignment as a census enumerator.

There were several articles in Espanola newspapers that census counters were counting beer bottles rather than people.

Secondly, the personnel assigned to take the count in the heavily Hispanic North were not familiar with the area, they were brought in from outside, and they did not speak Spanish. As you know, Senator, in visiting that area, there are places in Northern New Mexico that even if you have a map and a compass and drew directions, it's very difficult to find people. Outsiders trying to find folks like that is very difficult to do.

The necessity of being bilingual was felt to be essential by our city officials.

We did not win our lawsuit against the Census Bureau, but, nevertheless, our city officials felt strongly about the perceived inequities of the count. I hope that these particular situations can be remedied before we begin the process of the next census.

I'd like to return to three reasons why municipalities depend on the accuracy of the census.

Planning is difficult enough without accurate data. The kinds of data collected from the census are essential to good economic development, economic planning, as well as overall community land use and zoning issues.

Funding grant programs both from the Federal and State government depend upon population in some allocation formulas.

Now, as an editorial comment separate from the census, I'd like to remind members of Congress that there are a lot of Federal programs for cities that have been wiped out of existence, and we sure hope that we can get some of those programs back.

For example, the Small Cities Assistance Program and the Rural Infrastructure Program at the State level as well as the Federal Community Development Block Grant, the CDBG programs are all dependent upon population for distribution purposes, finding out pockets of low-income housing, et cetera.

Reapportionment is always of concern, not just to the elected officials, but to minorities who need representation in our city governments. Population count is critical here in our cities because requirements to district our councils as per state law are based on whether or not a municipality is 10,000 in population.

In closing, Mr. Chairman, you can see that our previous problems with the census, as well as the fact that we depend upon the accuracy of the count, will certainly assure that city officials will be actively involved in the census program for local review.

I appreciate the opportunity to be here today and am willing to answer any questions at the appropriate time.

Senator BINGAMAN. Thank you very much, Scott. I will have some questions, and I'm sure Congressman Schiff will, also.

Next, let's hear from Dolores Waller, who is the Special Assistant to the Mayor of Albuquerque and from Shirley Wozniak, who is the Senior Planner/Economist of the Planning Department.

Dolores, thanks for being here.

TESTIMONY OF DOLORES WALLER, SPECIAL ASSISTANT TO THE MAYOR, ALBUQUERQUE, NM, ACCOMPANIED BY SHIRLEY WOZNIAK, SENIOR PLANNER/ECONOMIST, PLANNING DEPARTMENT, ALBUQUERQUE, NM [1]

Ms. WALLER. Thank you. Good morning. Thank you for the opportunity to tell you about the work of the City of Albuquerque in its preparation for the U.S. Bicentennial Census. The Mayor and the administration of the City of Albuquerque will aggressively seek to achieve the most complete and accurate count possible for the benefit of the citizens of Albuquerque and Bernalillo County.

We are a rapidly growing community challenged by the social, political and educational needs of an ethnically and culturally diverse population.

The Greater Albuquerque area also includes populations which have traditionally been difficult to count, such as the elderly, the urban Native American, the undocumented alien, the homeless and non-English speakers of various ethnic backgrounds.

A complete and accurate census is vital to the proper representation of all of our citizens. We understand that the correct apportionment of Federal dollars to our community is dependent on an accurate and complete census. We in the City of Albuquerque are very aware of the importance of the census and have been actively engaged in preparing for the 1990 census for quite some time.

In an effort to present to you a brief overview of some of the planning which has been ongoing during the last five years as the City has anticipated and prepared for the census, I have asked Ms. Shirley Wozniak, a Senior Planner/Economist with the City of Albuquerque Planning Department to participate in this presentation.

Ms. WOZNIAK. Senator Bingaman, Congressman Schiff and members of the Subcommittee, the City of Albuquerque has been actively involved with the census since 1980. The highest elected official, Mayor Ken Schultz, is the census key person for Albuquerque. There are many ongoing tasks that the City of Albuquerque performs as a census affiliate. Primarily, these have to do with data dissemination and data storage.

The Planning Department houses all published documents describing Albuquerque, Bernalillo County, and Sandoval County published as a result of the 1980 Census. Other materials include maps, computer tapes, and complete counts of the area. These documents are housed in our library and made available to City staff, other governmental agencies and the public.

Data is compiled and published in many forms, primarily for internal use and the planning efforts of all city agencies. This information is made available to the public.

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[1] See p. 167 for the prepared statement of Ms. Waller and Ms. Wozniak.

Because of time invested by the City to compile data and develop retrieval systems, data compilation is done with ease and is done frequently at public request. Information is also used by the private sector for marketing research.

Census data is a key part of all grant applications. This information was critical in the recent application by the City of Albuquerque for enterprise zones.

Census data describing the population, housing and economy of Albuquerque and Bernalillo County are critical to many other important efforts here in the City.

We use census data as a fundamental input in projecting new population growth in the economy, and changing housing stock. Tracking historical trends and forecasting new growth are key to public and private planning efforts.

Albuquerque has been making preparations for the 1990 Census since 1985. As census affiliate and assuming our responsibilities for the Mayor and census key person, we have responded to the many assignments that the Census Bureau has passed down, the first of which, in preparation for the 1990 Census, involved evaluating, verifying and changing boundaries of census tracks, block routes, and census-designated places from the 1980 Census to the 1990 Census.

Boundary changes involved tasks of dividing large existing tracts to smaller tracts reflecting growth in population and housing units in those areas, especially in the far east and far west sides of the City.

Also, we refined boundaries from place to place according to census specifications and followed specific physical boundaries.

Albuquerque has had liberty to readjust boundaries in order that the census tracts and block groups reflect homogeneous groups of people and housing units, so that published averages do reflect averages of the homogeneous group rather than a mixture that would not be appropriately represented in an average statement.

At the time of the 1980 census, data for this area was reported by Standard Metropolitan Statistical Area, SMSA. That included all of Bernalillo and Sandoval Counties.

Until recently, the City of Albuquerque assumed responsibility for both counties. Through 1987, refinement of boundaries, verification of maps and data, any questions the Census Bureau had were answered by us for both Bernalillo and Sandoval Counties.

Data reported as a result of the 1990 Census will be by Metropolitan Statistical Area, MSA. The MSA involved here is Bernalillo County only. From 1990 henceforth, the City of Albuquerque will only be responsible for Bernalillo County, the Albuquerque MSA.

Many small communities in Bernalillo County are now recognized as census-designated places. Data will be published as a result of the 1990 Census which specifically describe these small communities, especially in the eastern part of the county, the east mountain area.

In the past, these communities were lumped into very large census tracts, and data presented was lost in the averages. Specific information for these communities like Chilili, for example, is vital when these communities are applying for grants for various facilities that they need.

Albuquerque has also had the opportunity to participate in the refinement in the census questionnaire for 1990. The Census Bureau has identified problematic questions from the 1980 Census and has attempted to reword them in order that responses can clearly identify the variable which is trying to be measured.

For example, in the 1980 Census the Hispanic population was perhaps not accurately counted because of a poorly worded question. Albuquerque was able to help the Census Bureau as to the importance of accurate counts of Indian and Hispanic populations, low-income groups, people living in group housing, the aged, and populations where little or no English is spoken.

It is essential that these populations be counted accurately in order that funding of programs and accurate information be provided.

Therefore, we find the questionnaire is appropriate, and we appreciate the opportunity to participate. Albuquerque continues to verify information for the Census Bureau, refining maps, questions, continuing to identify difficult-to-count populations, offering suggestions for education and promotion of the census.

As 1990 draws near, we are focusing our attention on local review. Local review will allow us to anticipate what our census count will be.

Albuquerque is in really a good position now to accurately estimate the number of housing units and population down to the smallest census designation, the census block.

We are preparing methodology at this time to be able to submit to the Census Bureau our estimate of population and housing counts for these areas.

After the census is taken, we will be able to identify those areas where problems may have occurred in the actual census count.

In the process of local review, Albuquerque will further be able to identify areas where special enumeration may be necessary.

Although we have worked with the Census Bureau up to this time, already identifying obvious areas where we would recommend specific enumeration—that is, a door-to-door count—the local review process will further point out areas where door-to-door enumeration will be required.

Further preparations for the 1990 Census involve internal organization. We are exploring hardware and software available to read computerized census maps and information tapes.

How we will retrieve the data, how we will present it and make it available to the public with minimal cost and time expenditures for both the City and the public as we continue to provide information as a census affiliate are among the problems we must address.

Advances in hardware and software technology have made the possibilities almost endless. However, the census in formation and census mapping have certainly been a challenge to hardware and software developers. We are following up with interest and cooperation with other local agencies, such as the Middle Rio Grande Council of Governments, the Bureau of Business and Economic Research at UNM, and other City and County Departments in order to be able to use the same hardware and software, share resources and training in order to provide the best information to its users.

At this point, we are right on schedule, and we expect that we will have hardware and soft ware in place, training will have taken place, and we will be prepared to receive census information and disseminate it efficiently.

Ms. WALLER. On June 23rd of this year, Mayor Ken Schultz signed a Resolution establishing the Complete Census Count Task Force for the Greater Albuquerque area. This Task Force will plan and conduct local educational initiatives, publicity and promotional activities in an effort to increase community awareness and participation in the 1990 Census.

The citizens serving on the Task Force will represent diverse segments of our community, including business, religious groups, the educational community, service organizations, the media, and minority groups.

In order to carry out its duties and powers, the Task Force will form subcommittees. The work of the subcommittees will include the creation, printing, and distribution of posters, flyers, and printed materials for promotional purposes. Public service announcements through the electronic media will be produced.

The subcommittees will also form a speakers bureau to reach out into the community using schools, public meetings, and local radio and television shows.

The creation of target census messages to be disseminated on grocery bags, milk cartons, in utility bills, and payroll checks will be planned at the subcommittee level. The Complete Census Count Task Force will also be charged with the responsibility of identifying sources of funding to aid them and enable them to carry out the work of their committees.

We anticipate that by no later than September 1st of this year, the Task Force will be appointed and prepared to meet. Please be assured that the Mayor and the administration of the City of Albuquerque is committed to ensuring the success of the Complete Census Count Task Force.

Thank you.

Senator BINGAMAN. Thank you very much.

At this point, we want to hear from Kevin Kargacin, who is the Head of the Information Services with the Bureau of Business and Economic Research at the University of New Mexico. Thank you for being here.

TESTIMONY OF KEVIN KARGACIN, HEAD, INFORMATION SERVICES, NEW MEXICO STATE DATA CENTER, UNIVERSITY OF NEW MEXICO, ALBUQUERQUE, NM [1]

Mr. KARGACIN. Thank you, Senator, and Congressman Schiff for giving me this opportunity to testify before the committee with respect to, primarily, the local review program.

My testimony will be delivered jointly with Kathy Brook from New Mexico State. We're both involved with the local review program.

I am the Head of Information Services at the University of New Mexico's Bureau of Business and Economic Research, BBER. My

[1] See p. 176 for Mr. Kargicin's prepared statement.

organization at UNM has the major responsibility for the dissemination of New Mexico demographic and economic data to the general public, governmental entities, and the business sector.

Much of the statistical data handled by our office is acquired from the U.S. Bureau of the Census, and, consequently, we are associated with the Census Bureau in a variety of programs.

One of the programs is the New Mexico State Data Center Program.

As a coordinating agency in the New Mexico State Data Center, we are quite involved in the dissemination of decennial census data.

However, in addition to distributing information from previous censuses, we are also involved in the planning process for the 1990 Decennial Census.

Currently, we are working with the Census Bureau on the local review program. This is an important 1990 Census planning project which allows local governments to see a preview of 1990 housing counts. The following discussion will be confined to describing the key points of the local review program and specific local review activities in New Mexico.

Local Review is a voluntary program whose stated purpose is to provide all local governmental units with the opportunity to improve the completeness and accuracy of the 1990 Census.

Through participation in the program, local governments may review census maps and compare preliminary Census Bureau housing unit counts, and counts of special places to their own, independent counts.

Special places include entities such as universities, nursing homes, orphanages and hospitals.

In the last stage of local review, governmental units may also examine preliminary counts of population in group quarters which are located at special places. Residents of group quarters include persons such as patients in nursing homes, and students in college dormitories.

There are two stages of the local review program: pre-census and post-census. All governmental units may participate in the post-census local review phase, while only some 24 governments in New Mexico may participate in the first or pre-census phase.

Eligibility in the pre-census local review program depends on when the Census Bureau develops the address list for the governmental unit. Address lists are created first for the densely populated urban or suburban areas, and it is only these "urban-like" places that are eligible for pre-census local review.

To further understand the process, it might be good to go into how the Census Bureau develops lists for local review and it might be helpful to summarize the various approaches taken in the conduct of the census.

The Census Bureau has developed several different approaches to reach the nation's living quarters. Each of these approaches involves the development of comprehensive address lists.

In New Mexico, two of the methods used are mailout and mailback and the list/enumerate method. In the mailout-mailback approach, the U.S. Postal Service delivers addressed census questionnaires to all housing units just prior to Census Day, and the re-

spondent returns the completed forms by mail. The address list for this method is completed by September 1989, allowing the Census Bureau time to develop preliminary housing unit and special place counts for use in the pre-census local review program.

This is the approach that is only used in more densely populated urban areas.

In the list/enumerate approach, the U.S. Postal Service delivers unaddressed questionnaires to all known living quarters in selected areas, again, just prior to Census Day. Enumerators then retrieve the completed questionnaires, while creating the census address list. And this is the method used in more sparsely populated areas.

The address list for the list/enumerate areas are not created until well after the conclusion of pre-census local review program. Therefore, in governmental units where these approaches are used, there are no preliminary housing unit and special place counts for use in the pre-census local review. These governments are only eligible for post-census local review.

In New Mexico, every county except for Los Alamos has list/enumerate areas. However, within some of these counties, there are mailout/mailback pockets, and these pockets are eligible for the pre-census local review program.

Following I'll give a brief description of the pre-census and local review operations with some time frames.

All governmental units, including those only eligible for post-census local review, will receive pre-census maps from the Census Bureau in the summer of 1989. These maps are currently now being distributed.

The maps will provide basic census geographic information and political boundaries as of January 1988.

The maps are an essential tool, since they show the individual census blocks. Government units must organize their individual housing units and special place counts by these individual blocks delineated in the maps.

In September 1989, myself and Kathy Brook from the New Mexico State University component of the NMSDC will conduct local review training sessions in Albuquerque and Las Cruces. Census Bureau staff may then conduct additional sessions in Las Vegas and Roswell, if needed.

The Census Bureau's Denver Regional Office will mail invitations to elected officials in all local governmental units to attend designated training sessions. In these sessions, all aspects of the local review program will be covered and local governments will receive information on how they might create independent housing unit counts.

Both Kathy Brook and myself will be available throughout the local review process to answer questions, but the actual compilation of information which will be necessary to review the census counts is the responsibility of individual government units.

In November 1989, the Census Bureau will provide local review counts to governmental units that are eligible for the pre-census local review program. This information will show preliminary housing unit and special place counts by block.

The governmental units should then review those housing unit counts and compare the census figures to the local government's own block counts.

The local governments have until January 5th, 1990, to respond in writing to the applicable Census Bureau local district office.

In order to review the housing unit counts, the local governments must develop independent counts of housing units and special places.

A variety of sources may be used to create those independent counts, including such things as tax assessment records, utility connection records and various address listings.

Whatever source or combination of sources is used, it's important that the information be reliable, accurate, current and comprehensive. Additionally, all sources must be thoroughly documented on the forms returned to the Census Bureau's local district office.

The local district office then reviews the block problems, ranks the blocks by degree of disparity, and selects those blocks with the greatest differences for field review.

In February 1990, the local district manager will respond in writing to those governments that had reported problems.

The address files will then be updated by the Census Bureau, if necessary.

After April 1, 1990, Census Day, the Census Bureau will then begin preparation for post-census local review activities.

From April through June of 1990, the Census Bureau will provide local governments with post-census local review block maps. These maps will reflect political boundaries as of January 1, 1990, or the most recently reported political boundaries.

In August 1990, the Census Bureau will provide post-census local review counts to local officials. These tabulations will include housing unit counts and group quarters population counts. In pre-census local review, only the count of special places, rather than the group quarters population residing in special places, was made available.

This will also be the first opportunity for local officials to review "good" counts in peripheral blocks that are split by political boundaries.

Local officials must review the census counts and send the written response and related forms showing block count discrepancies to the Census Bureau's local district office within 15 working days of the receipt of the materials.

In September and October, 1990, the local district office reviews block problems, selects blocks with the greatest discrepancies for field review, and enumerates missed housing units.

The local district manager will then respond in writing to the local officials about count problems and, as necessary, address lists and data files will be updated.

In conclusion, I believe that local review is an excellent concept, affording local government officials with an opportunity for substantial input to the 1990 Census.

I'd like to conclude my portion of the presentation and again thank the committee for addressing these issues.

Kathy Brook from New Mexico State could comment on other aspects of local review and various points of concern we have with the program.

TESTIMONY OF KATHLEEN BROOK, DIRECTOR, STATE DATA CENTER PROGRAM, NEW MEXICO STATE UNIVERSITY, ASSOCIATE DEPARTMENT HEAD, DEPARTMENT OF ECONOMICS, NMSU, LAS CRUCES, NM [1]

Ms. BROOK. Thank you for the opportunity to be here. I'm here as the Director of the State Data Center Program at New Mexico State University.

I've been involved in the local review process since July of 1987, when I was invited to attend a training session conducted by the Census Regional Office in Denver.

The training prepared me, in turn, to conduct a training session for local government officials from the southern portion of the State in October of 1987.

This meeting, held in Las Cruces, was attended by eight local officials, as well as a representative of the New Mexico Department of Economic Development and Tourism and a geographer from the Census Regional office.

The purpose of the meeting was to acquaint local officials with the schedule for and mechanics of the local review process. Much of the material presented at the training session was technical in nature dealing with census geography and terminology and the types of records which the census will accept in support of its challenge to its counts.

These materials were probably well-suited to larger communities, such as Albuquerque, with sophisticated, readily accessible data sets of their own and with sufficient personnel to devote to reviewing the materials. They were probably not so appropriate and maybe intimidating for smaller communities which are understaffed and would not be prepared to verify the census counts on a block-by-block basis.

I did attempt to convey that local governments might choose to focus their energies on only those areas thought to be changing rapidly, but this message may have been lost in the technical details. The timing of the meeting may also have been too far in advance of the census for the purposes of most, if not all, of the communities in attendance.

A similar local review meeting for the northern portion of the State was held in Albuquerque with 22 government officials in attendance. This training session was conducted by the Denver Regional Office.

More recently, Kevin and I attended the second phase of training at the Denver office on June 20th of this year, along with two other people involved in the New Mexico State Data Center program.

We have now scheduled a second training session for southern New Mexico officials on September 6th in Las Cruces and for northern New Mexico officials on September 11th in Albuquerque.

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[1] See p. 188 for Ms. Brook's prepared statement.

For these sessions, we have been supplied with a script which the Census Bureau has asked us to read verbatim. I would expect that these training sessions will be better attended than those two years ago, as the census is now imminent. The materials for this session are also improved in the sense that copies of actual census maps are now available, and the Bureau has provided tax assessment and utility maps for a hands-on exercise in verifying counts of housing units.

The training booklet is also less intimidating in that it contains less detail on the preparation of local counts of housing units.

I do not foresee any problems with the training sessions, but have little knowledge of the ability and willingness of local governments to commit their own resources to the local review process.

Success of local review depends on three major things. First, local governments being willing and able to send representatives to the training sessions. Attendance at the 1987 sessions was limited.

Second, it depends on the willingness and ability of local governments to generate their own complete housing counts on a block-by-block basis. My own guess is that the focus in many jurisdictions will be on those areas that are rapidly changing.

And, third, the success depends on the ability of the Census Bureau to review cases where there are discrepancies.

The census is prepared to review up to 3 percent of all housing units in pre-census review and 2 percent in post-census review.

In general, one of the difficulties associated with the local review process, as well as the performance of other data center functions that Kevin and I are involved in, is that many of the people who are involved in these activities do so on a volunteer basis and have other full-time responsibilities.

In conclusion, I believe that local review is an important effort of the Census Bureau to inform local governments about the census and encourage their participation in a way that will improve the accuracy of the data collected.

I, personally, believe that the quality and usefulness of the data would be improved if there were a single person in each state who had responsibility for promoting and coordinating census activities. It would probably be best if this person were an employee of the Census Bureau. Alternatively, it could be a State government employee.

As currently structured, an interested private citizen does not know how to determine whether his or her community or State is taking appropriate actions to participate in local review, to identify census designated places so that data will be available for areas such as La Mesa and Santa Teresa in Dona Ana County, and to obtain accurate counts for election precincts.

Thank you for this opportunity to testify.

Senator BINGAMAN. Thank you very much. Let me ask a very few questions and then call on Congressman Schiff to ask any questions he has.

The change from 1980 to 1990 with regard to the Albuquerque metropolitan area here, I'm interested in knowing what effect that change will have both on Rio Rancho and on Bernalillo County.

As I understand it, the Standard Metropolitan Statistical Area, this SMSA, included Rio Rancho and all of Sandoval County in 1980; in 1990, it will not.

Ms. WOZNIAK. That's correct.

Senator BINGAMAN. You go to what you call the MSA, the Metropolitan Statistical Area, which is just Bernalillo County?

Ms. WOZNIAK. That's correct.

Senator BINGAMAN. Is that a change in the way we keep the numbers, or is there going to be any real consequence that results from that which is beneficial or adverse to the people involved?

Ms. WOZNIAK. It is just a way of changing the way that the information is reported. So when folks use data describing Albuquerque MSA, it will not include Rio Rancho. It will only include Albuquerque, the greater metropolitan area; so Rio Rancho will be reported separately.

I believe that would certainly benefit Rio Rancho to be separated from the MSA—in the MSA.

Senator BINGAMAN. But you do not know of funds that are coming to Albuquerque now on the basis of the Standard Metropolitan Statistical Area which included Sandoval County before, that are in danger of being cut back by virtue of the fact that Rio Rancho will be separately counted and Sandoval County will be separately counted in the future?

Ms. WOZNIAK. Funding is based on the official census count and the last official census count is Albuquerque SMSA, which does include Sandoval. I have no way of knowing if funds will be cut per se; the same funding can be applied both by Rio Rancho and Albuquerque.

Senator BINGAMAN. Mayor Nash, do you have any thoughts on this?

Mr. NASH. Yes, I do. Of course, my testimony as an elected official has been more concerned with the broad aspects of the impact of the census and I wasn't, frankly, aware of this change.

Although Rio Rancho seeks and has its own identity and we are part of that, I have some concern, though, because county boundaries, in effect, are official boundaries, and I certainly hope from this change that the metropolitan area isn't adversely affected. It possibly could be, as the numbers are added together; but Rio Rancho, although being separate, considers it a part of a metropolitan area. The cooperation between the two cities is very close. But it's something we're certainly going to be looking at, and I think Albuquerque is, too, because I would hate to see the metropolitan area, of which we are a part, adversely affected because of this artificial view in some ways.

Senator BINGAMAN. All right. Thank you.

Scott, have you heard of the description, both from the people directly working for the Bureau of the Census and also the testimony here from this panel, about the local review process.

Are you satisfied that this is going to meet many of the concerns that you folks had in 1980 with the census?

Mr. SCANLAND. Senator, yes, I think it will. The League is committed to assisting small communities.

You know, there are 99 incorporated municipalities in the State of New Mexico that belong to the Municipal League. Out of those

99, I think about 75 are 5,000 and less. So there is a whole lot more small communities out there than there are larger areas.

And, frankly, as has been discussed, they are understaffed. They don't have the technical expertise to do a lot of these things.

So we, as a league, are committed to assisting them in any way we can. And I think from what I hear of the local review program, I think it will be very beneficial to the smaller areas.

Senator BINGAMAN. Let me ask Kathy. There was something in your testimony here which I find interesting: You say that, in 1980: ". . . New Mexicans who use census data tend to expect that if they sum the portions of the population identified as white, black, Indian, and Hispanic, the total will come out very close to 100 percent. In fact, in 1980 in Dona Ana County, it came out to 130 percent."

Do we have a lot of people who think of themselves both as Hispanic and something else or both as Anglo and Native American, or how do you explain that we got 130 percent when we added the——

Ms. BROOK. The problem is that the Census Bureau makes a distinction between race and ethnicity. It's not actually a problem. That's a reasonable sort of distinction to make. It's a distinction that the average citizen is not always clear on.

What the Census Bureau would expect one to do is to respond that you are—using broad categories, white, black, Native American, Oriental as racial categories. Then there is a question asking whether you are Hispanic or not. That tends to be confusing, at least to people in New Mexico, who would think of Hispanic perhaps as a racial category rather than an ethnic category.

We encountered this problem in Las Cruces in 1987 when we did a special census, and it causes people to question the accuracy of the data when they add up those numbers and get 130 percent. That's not unreasonable, in my mind.

Senator BINGAMAN. Let me defer to Congressman Schiff for any questions he has.

Mr. SCHIFF. Just a couple, Senator. Thank you very much.

Shirley, let me go back a moment to your testimony. I understand that you had input with the Bureau of Census in terms of designing the form.

Did I hear you talk about that? Is that right?

Ms. WOZNIAK. Yes. The Census Bureau held meetings throughout the nation inviting people to come and comment on the questionnaire, any problems in counting as a result of that.

One of the questions that we just spoke about here is the one trying to identify race and ethnicity of the population, where one question asks what race, black, white, Asian, American Indian or other, we found many people of Spanish origin checking other and then, going to the next question, "Are you of Spanish origin?" People of Spanish origin are of one of the above races, so there was a miscount, and it continues to be difficult for us to isolate the Hispanic population. It's been very problematic.

Mr. SCHIFF. Did you, yourself, go to one of the meetings?

Ms. WOZNIAK. Yes, I did.

Mr. SCHIFF. Did you feel that the members of the staff of the Bureau of Census were really interested and prepared to act upon,

as best they could, the proposals that were being made from all the communities?

Ms. WOZNIAK. Yes, absolutely. We were very impressed by the interests and sincerity of the Census Bureau to act upon—when we made suggestions, they asked questions in great detail, so I'm confident that they are considering local problems.

Mr. SCHIFF. This is something that I probably should have asked the Census Bureau representatives, but you may know here on the panel.

Is there any guidance provided to tell somebody how to answer those questions? Is there guidance to tell people that Hispanics are Caucasian but of the ethnicity that we generally call Hispanic, or is there guidance to suggest that if you had one parent of one race and another parent of another race what you are in terms of the census, or is it all just self-interpreted by the people who fill it out?

Ms. WOZNIAK. That kind of guidance does not appear in the questionnaire. There are phone numbers to be called. And if a person is interested enough, they can get the information. I'm not aware of any accompanying documentation.

Congressman SCHIFF. It may exist, but you haven't seen any?

Ms. WOZNIAK. Right.

Congressman SCHIFF. This is for any member of the panel who chooses to answer. I want to go back to the question again of illegal or undocumented people living within our borders.

It may well be that this is a Constitutional issue and that the Census Bureau has no options and that the Congress has no options. I understand that argument.

Nevertheless, I have seen votes coming up on that issue. Therefore, I want to ask you this question: Assuming that you had—assuming that the Congress had the power to determine policy, that is assuming there was not a Constitutional question on the issue, do you believe that illegal or undocumented individuals should be counted equally to citizens of the United States, I assume, under the theory that they are people, they are here, and they live like everyone else lives, or do you believe that a distinction should be made between those who are citizens and those who are not citizens?

I'd like to know how you would do it if, in fact, policy were to be controlled?

Mr. NASH. My personal feeling is that there should be a distinction. I think we want to know the numbers of illegal persons present, but I don't think they should be included in our districting or various other programs.

Mr. SCHIFF. That they should or should not be included?

Mr. NASH. They should not be.

Ms. WALLER. I would differ. I think it is imperative that they be counted. We are providing them services, Human Services Department-type activities, educational-type activities. We need to have them counted, because we are spending a great deal of money providing them services.

Mr. SCHIFF. So you would vote to count and utilize the figures together?

Ms. WALLER. Yes, I would.

Ms. WOZNIAK. I agree. Our planning efforts need to recognize how many people are here, total count, in Albuquerque. We provide all kinds of services and facilities for these people, and we must know how many there are.

Then to point to your question whether they are counted as citizens or not, we run the risk of—if you count them separately, we certainly would not get as complete a count.

So it's a trade off whether we get a complete count and lump them all together as citizens or we do not get a complete count and perhaps be able to single them out but know that they are undercounted. And I do think that there is a decision to be made.

Whether these folks are eligible to vote in national or local elections, they are still here utilizing our facilities and services. We have to be concerned about that.

Mr. SCANLAND. I'm not speaking now on behalf of the New Mexico Municipal League, but personally I've got about four answers.

Before 1980, as I alluded to in my comments, there were a number of Federal programs to assist local government, revenue sharing and infrastructure programs, et cetera. Those are all gone now. There has been a shifting of responsibility over the last several years to local governments to do more things for the local people, but there are not the Federal dollars to help pay for it.

So as a result, local governments have had to do the programs that Dolores talked about, the human service programs, et cetera. So if these folks are here, we've got to take care of them and we've got to do things for them. As a result, I would tend to think that, yes, they should be included.

Another answer, just from a technical standpoint, I don't know if it's doable to split them out, to count them all at one time and then at some point split them out and make them different in terms of apportionment and things like that. I think from a technical standpoint, I would wonder if it's doable.

Mr. KARGACIN. Yes. I personally believe that illegal aliens should be counted. I don't feel that there should be a distinction made in the census or a separate question trying to distinguish illegal aliens from the rest of the count.

Both of the reasons cited by the people from the City of Albuquerque and from the Municipal League that it's important in terms of a planning process to have complete counts and to include those people since, after all, you provide services to them. Also, from my point of view, being involved in data dissemination, our goal is to have the most accurate information possible, including counts of illegal aliens tends, I think, to the wholeness of the numbers or the completeness of the numbers.

But, also, by not asking questions where they would delineate themselves as illegals it doesn't compromise many other aspects of the census. It would be my fear that then people would have the impression that the census is not completely confidential and could affect many other parts of the census, everything from income questions to employment questions.

So I definitely feel they should be counted.

Ms. BROOK. I would agree with what Kevin had to say in terms of the accuracy of the count and the unwillingness of people to coop-

erate if they felt that information collected by the census might be turned over to authorities like the Immigration and Naturalization Service.

Mr. SCHIFF. Thank you very much. Thank you, Senator.

Senator BINGAMAN. We have a third panel, but before we call them, why don't we take a 10-minute recess. I appreciate the testimony of this panel very much.

(Brief recess.)

Senator BINGAMAN. Why don't we proceed?

Our third panel is a very distinguished group representing groups within our community. Let me begin with Max Martinez, who is the State Director of LULAC in Albuquerque. Max, thank you for being here, and we look forward to your statement.

Let me urge each member of the panel, as I said at the very beginning of our hearing, we will include any written statement that you have in the record. If you could summarize the points that you have to make, I think that will leave some additional time for Congressman Schiff and myself to ask some questions. We would urge you, to the extent possible, to summarize your statement.

Mr. Martinez, thank you for being here.

TESTIMONY OF MAX MARTINEZ, STATE DIRECTOR, LULAC, ALBUQUERQUE, NM

Mr. MARTINEZ. Thank you, Senator, and Congressman. I really want to thank the panel here for inviting LULAC to participate in these discussions.

With that, I will read the statement that we have prepared.

The United States Constitution mandates a census every ten years to apportion representatives among the states. But while the constitutional purposes of the census is to provide an accurate count to determine how many seats each State will fill in the House of Representatives, the census has always been more than just a head count.

The census provides an overview of social and economic movements of our population every 10 years. The decennial census not only helps us to maintain a representative government, but also gives information on how our country has changed over a period of time.

Today, the census provides data that are of interest to millions of Americans in all walks of life. Census data are used to allocate billions of dollars of government benefits to states, cities, and counties. Many, if not all, government assistance programs use census data as a basis for their allocation formulas.

Private and public sector economies depend on census data for efficient planning, marketing, and forecasting consumer demand. State and local governments, schools, and community service agencies all use information from the census in their program planning.

Reapportionment and redistricting are also some very critical uses of the census data.

Most Hispanics and just people in general do not know much about the census and its uses.

Consequently, we sometimes become unwilling participants or simply don't participate.

LULAC is pleased to see that the Census Bureau has finally taken an interest to try to identify an accurate census for the Hispanic population.

One of the problems that has been inherent in prior census data is the difficulty in counting the poor and the alienated, because it is both harder to locate them—they live disproportionately in isolated rural areas, are homeless migrants, and transients—and it is more difficult to enlist cooperation when they are located. Many Hispanics are elderly, monolingual, and don't identify strongly with the bureaucracy in Washington. Hispanics, in many cases, are the forgotten minority.

There is data to suggest that the Hispanic population was undercounted in the 1980 census. Among minorities, the percent of the population undercounted is estimated at about 6 percent.

Previous undercounts, coupled with the growing population, identify that special efforts must be taken to count the Hispanic community.

If the Hispanic community continues to grow at current projections, we will comprise a population of 21 million people by 1990 or roughly 8 percent of the total U.S. population.

Projections also suggest that the Hispanic population will continue to increase at an increasing rate for the next several years. Therefore, it becomes increasingly more important to ensure an accurate count of our Hispanic population so that we can address the requirements of the special population.

If the 1990 Census is to be a useful tool in helping to identify our population, Congress must exert its effort on how to effectively implement the law versus how do we change the law to exclude the undocumented.

The problem of the Hispanic population is difficult without the Congress opening discussions that smack of an "English only" attitude. Human Services are provided to all. Additionally, if accurate census data and full participation by the Hispanic community is to be realized, agencies such as the FBI must become more responsible in discharging its charter. Events regarding the treatment of Hispanics suspected of being undocumented workers serve only as a chilling effect to the full participation of the Hispanic community.

In an effort to increase the awareness and to solicit everyone's cooperation, New Mexico LULAC is participating in several public relations campaigns to get people to answer the census.

In the State of New Mexico, LULAC is working to ensure an accurate census to help Federal and State governments provide assistance to our communities for housing, health, human services, and other programs.

LULAC is encouraging a statewide program through its local councils. Among the programs it is organizing and networking are the following:

We have established a national program to provide a community-based information center for census material.

We are in the process of producing public service announcements to distribute throughout the State.

We are encouraging our membership to work on a part-time basis as census workers and developing an employee base for the Census Bureau.

We are also developing promotional efforts as several special events, such as the New Mexico State Fair and local and regional parades.

We are also working with the youth component of LULAC to encourage them to speak at local schools and to use the census educational package, so that they can reach younger members of the school system.

We are also inviting the census to participate in State, district, and local LULAC meetings.

We have invited the census people who, and they have already met with our national executive board in April, and they were with us at our national convention earlier in July.

LULAC supports the efforts of the Census Bureau and the tabulation of the total population, as specified by our federal laws, Title XIII, United States Code, Census, Section 141(b).

Thank you, and I appreciate the opportunity to testify.

Senator BINGAMAN. Thank you very much for that testimony. Why don't we just go right down the table here. Alice Hoppes, who is the President of the NAACP is here to testify on behalf of the NAACP.

Thank you for being here, Ms. Hoppes.

TESTIMONY OF ALICE HOPPES, PRESIDENT, NAACP-NEW MEXICO, ALBUQUERQUE, NM [1]

Ms. HOPPES. Thank you, Mr. Chairman, and members of the panel. Thank you for the opportunity to come before you today to speak on a matter that is a growing concern to minorities throughout this State.

The undercount of the decennial census is one of great urgency and of tremendous concern to African Americans living in New Mexico. Simply put, it is not a matter that can be ignored or washed away. Instead, it cries out for attention and active involvement now.

The Government Executive Journal, April, 1988, printed the statement that the national undercount had been reduced dramatically since 1940, but the undercount for blacks has remained much higher than the undercount for Whites.

This undercount can be attributed to many sources. Some are the inability to obtain information, censustakers not similar enough to be accepted in the minority communities and cannot establish the rapport needed to conduct the interview; the inability or unwillingness to provide correct information on the part of the respondents, people in overcrowded housing or otherwise on the fringe of the law or, for other reasons, wish not to be counted; fear of many censustakers to go into minority communities; deep-seated fear and suspicion of government among those with less stake in society; the inability to recall information; errors made in estimating values for

[1] See p. 193 for Ms. Hoppes prepared statement.

missing data; errors made in collecting or coding data; and errors made in processing data.

Given the small effort being made to bring in qualified black outreach people to assist in the 1990 Census count in New Mexico, ensures another gross undercount of black Americans living in the Land of Enchantment.

After the 1980 Census incorrectly reported only five African American churches in New Mexico, when, in fact, there are over 50 churches in Albuquerque, the Census Bureau and this hearing committee should be aware of the need to vigorously pursue an accurate account in the African American community and to seek black outreach people to assist in the count.

Why the tremendous concern? The social, economic, political, and educational stability of African American communities and their survival as a viable force in the life of New Mexico are at stake.

The census figures give a profile of African Americans that affect how we are perceived in America. These same figures are the basis for distributing two vital commodities: money and votes. The more blacks counted, the more known possible votes and the more perceived political power.

Political power carries with it more voice in governing, which equates to African Americans taking their rightful place in the work place, at schools, in safe, clean neighborhoods, and in a system of government that represents all segments of society.

The census count is used to determine representation in the U.S. House of Representatives, State Legislatures, county and municipal government, which can provide assistance to communities for housing, health, human services, and many other programs.

Because this State is almost 50 percent minority, in the next decennial count, you will see a remarkable increase in minority representation. By the year 2000, minorities will be the majority. Educational grants to help lower a startlingly high dropout rate and funding for other educational needs can be met to expel growing concerns in our communities.

Affirmative action goals are set by the census report. We, in Albuquerque, have heard too often that the African Americans make up 2.5 percent of the population in Albuquerque. Therefore, Albuquerque Public Schools, the State, county, and city governments are constantly justifying their lack of black employment on the low numbers of African Americans in Albuquerque and in New Mexico.

With the numbers being so important, consider the number of African Americans that are not employed that should be employed, knowing of the gross undercount.

As with the social and political upheavals that mark the decade of the 1960's, lack of equal access to jobs, housing, education, and voting rights provides the catalyst for today's concerns.

Unemployment, under-representation in government, substandard living conditions, and inadequate education still cripple the lives of too many blacks and other minorities in this country.

Civic organizations and churches are dismayed at the lack of attention placed on African Americans in the 1990 Census count in New Mexico. There has been little to non-existence of media coverage. The only awareness programs have been solely geared toward

the Hispanic population, which is good because there are a lot of Hispanics here. African Americans are truly the forgotten culture in New Mexico.

Employment in the Federal census administration area has been ignored completely for blacks. Federal census employees are paid to organize black leaders to help in ways that they are not monetarily compensated.

Why not hire black outreach people to go into communities and organize? The black leadership and its institutions can serve as a bridge and a link. We need to draw on black resources to correct this gross undercount. Blacks are the ones that can reach into areas in our communities and bring out an accurate count.

We want and are willing to fight for more than just a chance for our hungry to eat, our undereducated to learn, our homeless and poorly housed to find decent shelter, and for our jobless to earn a living. These are desires that the majority in America almost take for granted.

By fully engaging in politics, we will not only acquire the freedom to survive, but the opportunity to prosper.

We deserve to enjoy the economic and technological advances made in America today. But we will continue to share in only the nation's ills until we completely develop our political power. The census figures are the basis for distributing the vote and the vote is political power.

We have yet to extend the freedom born of the American Revolution to minorities in this land. The Civil Rights Movement will not die until it is done. It will follow the lead of the politically active, as it is now, in response to our most pressing needs. Our needs are money and votes, and they are distributed by the census count.

I urge this panel to move to a deliberate solution to our concerns.

Thank you very much.

Senator BINGAMAN. Thank you very much, Alice, for that excellent testimony.

Our next witness, is a long-time leader in the Native American community of our State, Benny Atencio, who is the liaison to the census. He is, of course, former Governor of the Santo Domingo Pueblo. We are very pleased to have you here.

TESTIMONY OF BENNY ATENCIO, LIAISON TO THE CENSUS, SANTA DOMINGO PUEBLO, NM [1]

Mr. ATENCIO. Thank you, Senator Bingaman, Congressman Schiff, members of the committee and panel.

My name is Benny Atencio, I'm the Tribal Secretary of the Pueblo of Santa Domingo.

I think most of us panelists here as well as throughout the country are concerned with the upcoming 1990 Census counts primarily because of the redistricting of the political, governmental setups, as well as funding.

I think it is, as you know, Senator, a matter of record that the Indian population was very seriously undercounted not only here in New Mexico, but throughout the country.

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[1] See p. 196 for Mr. Atencio's prepared statement.

At that point in 1980, Santa Domingo disputed that immediately, and immediately proceeded to have a recount, a special recount.

It took 3 years of negotiation with the Census Bureau before we were able to convince them that it was necessary, and only at the expense of the Tribe. And in spite of their supervision of the recount, special recount, the results of that was up 50 percent. And yet it was never incorporated into the Census Bureau records afterwards.

As a result, we are faced with suffering adversely in any funding, in any of the benefits that should have been derived to the Tribe because of the Census Bureau's reluctance to provide that information to the other Federal agencies.

I think it is important that the Congress keep in mind if there was a special recount, that this result should be provided to all the other Federal agencies, as well as states, and not leave it up to the Tribes, who have paid for the services of doing the recount.

I was appointed as a liaison person for Santa Domingo Pueblo recently. During this period, the officials, as testified by the Census Bureau earlier, have implemented certain things that was pointed out in the past, the problems. And I had the privilege of attending some of those workshops and conferences.

I think the significant part of it is the establishment of the so-called Tribal Liaison Program, which will give us an opportunity to keep in contact with the Census Bureau officials. Orientations have been conducted throughout the State in recent months. Information was given to us regarding the types of—the methods that will be followed in undertaking the 1990 Census. Mapping for the geographic things were explained to us and letters provided us for our review.

We have conducted many of these mappings, which were computerized. And, in many cases, we found that these maps were inaccurate and overly complex to match against those tribal lands which, as you know, are pretty well identified.

But because of the services being provided us from the Census Bureau, the computerized mapping—and I've got those documents here. They are pretty bulky and complex of understanding what each of those meant. So I would like to recommend that some simplified system be followed in the future in the mapping of those areas.

I understand that we will have an opportunity to review the census counts when they are completed so that we can verify that there are complete coverages of our reservations. This will prove very helpful and help assure accuracy.

I also understand that the Census Bureau will provide the necessary training to review the finished counts.

I think it is important that census enumerators be selected and trained well in advance, not at the last moment, as has been our experience. It is also important that census enumerators have solid, local expertise, including fluency in our own language. This means using criteria in addition to the testing administered by the Bureau. It is very important and might require the Bureau to adjust its present policy.

The Census Bureau should continue the outreach effort after the census to include training for Tribes in the use and interpretations of the census information.

I understand that there are various census documents, packages which were available for the tribal planners, but have never been utilized fully.

The continuation of the liaison program will enhance our relationship with the Census Bureau and will enable us to derive greater benefits from the census. All this is good planning.

But even if we had the best plan, if people don't cooperate with the census, we will have another undercount. This is why it is important to continue to inform the people on the reservation and those Indian people who live off the reservation about the census and how important it is to our communities. I hope that we will continue to communicate so that everything will go well in 1990.

I would like to follow up with some recommendations again. Our Indian population here migrates to other cities and other areas temporarily for economic reasons, jobs and so forth.

In the 1990 counts, they will be off maybe one month and they will return to the reservation. As a result, they were not counted on that reservation.

I would like to see the Census Bureau make those adjustments on a periodic basis.

The Census Bureau should clearly define the ethnics of our Indian people because many of our surnames are also identical to the Spanish surnames. And as a result, we are not clearly identified as Indians as opposed to Hispanics or other ethnic groups. I would like to see that this be looked into.

I also would like to point out the earlier part of the training. Translations of those questionnaires is important. And even though many of our people are natives of our community, they do not fully understand the written documents. So it is important that adequate training be provided in advance for the enumerators who have been selected.

Finally, I would like to recommend that the Census Bureau establish a permanent local office so that we will not have to go through the hassle of trying to find out what is available at the central office, which has been a problem in the past in trying to find out who is responsible for what. If we have a local office, such as in Albuquerque, at least that is closer than going to Washington.

Senator, I want to thank you for the opportunity to at least express a few of our concerns, and I will be glad to respond to some questions.

Senator BINGAMAN. Thank you very much.

The final witness on this panel is Patsy Yates, who is the Social Director for the Senior Citizens Department with the Munson Senior Center in Las Cruces. We're pleased to have you all the way up from Las Cruces.

TESTIMONY OF PATSY YATES, ASSOCIATE DIRECTOR, SENIOR CITIZENS DEPARTMENT, LAS CRUCES, NM [1]

Ms. YATES. Thank you, Senator, and Congressman Schiff. My presence on this panel represents another minority, and that is the elderly. Since you do have my testimony, I'll summarize.

I've worked in the aging program field for 25 years. In 1981, I was startled when the census data was released for our county in the sunbelt, and it showed a significant increase of older people but a drop in the Hispanic elderly. Now, I knew that did not happen.

Furthermore, that was a percentage and we could say immigration affected it, but we're in a county where our total county population grew from 1970 to 1980 by 23 percent. The elderly population grew about 56 percent, and the census is telling me that Hispanic elderly dropped.

We know that the people we're concerned about being counted don't belong to AARP. They may not belong to LULAC. They are the frail, the isolated, the ones that probably do belong to a church but, because of their health, they probably do not even attend church. So the usual methods of reaching them that were used in 1980 will not reach them again in 1990. Again, we've talked about social services. Communities are expected to provide them. We know that we need to provide services in our community for these frail elderly. But if they're undercounted, we're going to get shortshifted on Federal dollars.

Our city leaders aren't going to believe those who work in the elderly areas when we say that they are undercounted and so forth. So we really do need to make an effort.

One of the things that really concerns me is that this drop in Hispanic elderly occurred at the same time that the total county population showed an increase of 10 percent or from 42 to 52 percent of Hispanics. So we know it didn't happen in 1980, and I'm deeply concerned.

I went to the Census Awareness Program that the Census Awareness people had in our community in the spring for social services people.

They did a good job of presenting what they are going to do with the homeless and with minorities in general. But there was no concern for these people who are out of the main stream and will remain out of the main stream.

I'm convinced that trust is the factor that will make the difference in getting a count, and that trust is established with the people they know, with the Meals on Wheels Program, with nutrition sites, with senior centers and with the in-home care people.

The nursing homes are being counted separately. So these are the long-term care people, the homemakers, the aides, the nursing services.

I've spoken at length with the State Agency on Aging staff and with the Area Agency on Aging staff. I've spoken with the directors of aging programs in our region. I know they would cooperate if they had the assistance.

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[1] See p. 199 for Ms. Yates prepared statement.

Like many of us, they are so busy they believe the Census Bureau is going to come to them, and I don't believe it's going to happen unless something different occurs. I think the training needs to reach these key people whom the frail elderly trust and then they can work at getting them—and again many of these people cannot fill out their own forms because of vision or language problems or whatever. It just will not happen. They are going to have to have assistance.

I believe we are going to have to reach the agencies that serve them and get those agency staffs trained so that they can assist them and see that those forms get in.

Basically, the planning for services is dependent on accurate data. And it's crucial, especially in the sunbelt area, in areas where the elderly population is growing at a frightening rate for those of us in the service areas, that we do something to get that count more accurate so that we will have the resources to do those services we're going to be expected to provide. Thank you.

Mr. SCHIFF. Senator, I just wanted to say I must leave in a moment in order to reach my next matter.

I wanted, however, to make sure I stayed and listened, in particular, to this panel, because I think the statements are essentially all the same. If certain groups are undercounted in this country, then it's a very important point to be made.

I regret not being able to participate in the questioning, but I know all the participants, so we will talk further as time goes on.

I want to take one moment and thank you again for allowing me to participate.

Senator BINGAMAN. Thank you for participating. We're glad to have you any time we have a hearing.

Let me ask a couple of questions of the panel. It seems to me, much of the answer to the problem of the undercount of each of the groups that we're talking about here—and we have represented here Hispanic, black, Native American, elderly—much of the answer to the problem lies in getting the proper people employed by the Census Bureau when they go about this process in the coming months. And if we could get people who are intimately familiar with the people that we need to get counted, with the areas of our State that the counting is going to be done in, then it seems to me we can go a long way towards solving the problem.

I don't know what kinds of contacts each of your organizations have had to date or contacts you individually have had with the Census Bureau, but I would urge that you make that contact quickly.

The testimony that we heard earlier from the representatives of the Census Bureau I thought was very encouraging in that they intend to hire people from the local communities to conduct these surveys. So if any of you have comments on that or problems that you foresee in that, I'd be anxious to hear them. But if, in fact, the Census Bureau is going to hire 1,500 to 3,000 individuals in this State to get this job done in the next year, we need to be sure that people feel comfortable that they have those contacts and can get the right people considered for employment.

Obviously, we can't dictate who is hired, but we can certainly try to ensure that people who are sensitive to these problems are important.

Do any of you have comments on that or problems you foresee or needs that we need to think about or the Census Bureau needs to think about? Alice.

Ms. HOPPES. I would like to ask one question. On this fact sheet that the census put out, they have here that they are in partnership with national organizations, and the NAACP and the Urban League are two African American organizations that are not listed that I think should be.

Also, if they don't have a partnership, they should be working or getting with those organizations, because they tend to be able to get into the community that we represent.

Senator BINGAMAN. I think that's an excellent point. I would be surprised, very frankly, if the Bureau of the Census has not made that contact. Those are such prominent national organizations, that I would assume that they are involved in these efforts. It would be essential.

Mr. Martinez?

Mr. MARTINEZ. Senator, that's half of the formula, getting the people, the right people to work with, and the proper association is important.

But I think equally important and one thing that's missing there is how the data is used to reflect back to the community. That's one of the things that the Hispanic community is not totally aware of.

I think we need to get the Census Bureau to talk about how the data is used and how it impacts them specifically. I think that would also be useful.

Senator BINGAMAN. You are essentially making the point that people need to understand the importance of this or else they are not going to cooperate? Is that right?

Mr. MARTINEZ. Absolutely.

The other thing that is important is, as you mentioned earlier—and I think the Census Bureau is addressing this—but there may be an emphasis on that, that the information does remain confidential. We've talked about undocumenteds today. That's going to be a very, very serious problem, how we report and how we treat them.

Right now, we're going to have monumental problems just trying to get an accurate census of the people that are here without adding undocumenteds to the formula.

Senator BINGAMAN. Let me indicate that I agree with Patsy Yates' point. The agencies that serve these groups have to be directly involved. If we are going to effectively identify the people and get them included in this census. There are, in places throughout our State, some people who are essentially devoting their lives to servicing many of these people who are hard to reach.

If they are not aware of what's going on with the census, and are not involved in it, I think we will have lost a great resource there.

I have one other announcement. I have been informed by Bill Adams, who is the Regional Director of the Bureau of the Census, that he had a meeting yesterday with Governor Carruthers to discuss plans for the census.

Governor Carruthers has indicated his desire to appoint an advisory committee to work for a complete count here in the State of New Mexico. I gather some states are doing that and others have not yet done so.

I think this would be a step forward in assuring that this gets the kind of attention it deserves.

I would urge each member of this panel to perhaps make contact with the Governor's office and be sure that the folks you are most concerned about are represented on this Governor's advisory panel. We need to be sure that the members appointed to the group are representative of the people who are most concerned about undercount occurring.

That's essentially the questions that I have. I think the testimony of this panel has been very good.

Benny, did you have something else? If you do, we'd be glad to hear it.

Mr. ATENCIO. I guess reiterating the problem of hiring is important. I would hope that the Census Bureau would really seriously consider that, providing training.

I'm very concerned about the mapping systems, especially with Santa Domingo, as I'll use as an example that you're familiar with.

There is no reason why our local enumerators could miss out 1,000 population counted in that community. That was what happened.

They are requiring us to block out every—almost every street in our communities, and the same thing is happening in other Indian communities.

Our reservation is pretty well—or our population in our reservation is confined to one central location. We know just about everyone living there, their homes.

So I would like to suggest that future mapping services, which have been conducted either through Virginia or Massachusetts and through Denver, that is computerized, be clearly identified so we won't have to be going through matching up the tribal maps and the geographic maps. This is important. It is time-consuming and confusing. Also, in addition to that mapping, they are asking us to block them out in certain areas, streets, names, rivers and everything else, which is unnecessary for our population counts. I'd like to stress that, Senator.

Senator BINGAMAN. Again, let me thank these witnesses for the excellent testimony.

I would also like to thank the two people on my staff who have worked hard on this and, of course, all of the other members of our Subcommittee staff as well.

Carole Schneier has worked hard to organize this and so has Ken Jarboe. They are both here with me today, and I appreciate their efforts.

As I said at the first of the hearing we will leave the record open for 2 weeks.

If there are members of the audience or any panel members who have additional comments or thoughts that they want to include in the record, we will be glad to have those.

We have one public official. I have a habit and practice of recognizing public officials when they are in office and appear at any hearing or meeting that I have.

State Senator Joe Harvey from Lea County was here earlier this morning. I don't believe he's here right now, but I wanted to acknowledge his presence and thank him for coming by.

Again, we appreciate very much the attendance of everybody, and we will conclude the hearing with that.

[Whereupon, the Subcommittee adjourned subject to the call of the Chair.]

APPENDIX

UNITED STATES DEPARTMENT OF
COMMERCE

WASHINGTON, D.C. 20230

BUREAU OF
THE
CENSUS

COMMUNITY OUTREACH AND PROMOTION
ACTIVITIES FOR THE 1990 CENSUS

PETER A. BOUNPANE
ASSISTANT DIRECTOR, DECENNIAL CENSUS
BUREAU OF THE CENSUS

UNITED STATES SENATE
COMMITTEE ON GOVERNMENTAL AFFAIRS
SUBCOMMITTEE ON GOVERNMENT INFORMATION AND REGULATION

AUGUST 10, 1989
ALBUQUERQUE, NM

INTRODUCTION

Mr. Chairman, it is a pleasure to be here in the Land of Enchantment today to discuss plans related to the 1990 census of New Mexico. I am joined by Mr. Bill Adams, Regional Director for our Denver region, who is in charge of the 1990 census of New Mexico. Census Day for the 1990 census--the Bicentennial Census--is April 1, 1990, 234 days from now. The 1990 census will be the fifteenth decennial census taken in New Mexico, the first having been conducted here in 1850.

The Bureau of the Census is making unprecedented efforts to make the 1990 census a success. We cannot accomplish this without a comprehensive effort to effectively enumerate certain segments of our population that pose special challenges. Here in New Mexico, outreach to both the Hispanic and American Indian communities is a centerpiece of our efforts. I will elaborate in considerable detail about a far-reaching set of programs to ensure the best possible count in the State of New Mexico.

First, a few general comments about the national effort. We have made many improvements in census operations since 1980 that we believe will lead to a very successful 1990 census for New Mexico and for the Nation. Among these improvements are innovative efforts in the area of outreach and promotion to reach the American people with our message that the census is important, safe, and easy. I will report to you today on these community outreach and promotion activities for the 1990 census of New Mexico. Then as background, I will describe how the census will be taken and the current status of operations.

COMMUNITY OUTREACH AND PROMOTION ACTIVITIES

First, community outreach and promotion activities for the 1990 census.

Public cooperation is the cornerstone of a successful census. Without public cooperation, no matter how good our procedures and methodology are, we could not have a complete count or produce accurate data in a timely manner.

A creative and ambitious promotion campaign is essential if we are to maintain or increase public cooperation. One of the important goals of our promotion campaign will be to achieve a high mail-return rate in areas where we ask householders to return their questionnaires by mail. A high mail-return rate will allow us to keep costly personal visits to a minimum and to concentrate our efforts and resources on those remaining households that do not return a questionnaire. The other important goal is to encourage everyone to include himself or herself in the census so that it will be as accurate as

possible. Our promotion campaign will be designed to emphasize the importance of being counted in the census and to ease concerns about census confidentiality.

Our promotion and outreach efforts will include public service advertising, public information, and working with national and community organizations, religious organizations, schools, private companies, and state, local, and American Indian tribal governments. For the first time in any census, the Advertising Council has obtained the volunteer services of five ad agencies: One to design campaigns for the general population and one each for Blacks, Hispanics, Asians and Pacific Islanders, and Puerto Rico. Castor Spanish International is designing the campaign for Hispanics.

In addition, we have entered into an agreement with the Institute of American Indian Art in Santa Fe to develop an effective promotional campaign to urge American Indians and Alaska Natives to participate in the census. The institute will develop and provide advice, communications strategies, and products for use in promotional materials--publications, brochures, posters, and public service advertising.

Working through national organizations is another key part of our promotion campaign. New for 1990 is an effort to formalize the active participation of national organizations in generating support for the census. So far, about 100 organizations have offered to help. To cite just a few examples: the Mexican-American Legal Defense Fund, National Congress of American Indians,

National Council of La Raza, the National Urban League, and the American Association of Retired Persons.

We have expanded our religious organizations project and have major initiatives underway with the Congress of National Black Churches and the U.S. Catholic Conference of Bishops. We have formed a cooperative agreement with the Secretariat of Hispanic Affairs of the latter group to promote the census in predominately Hispanic dioceses nationwide.

One of our major outreach efforts is the census education project, whose goal is to promote awareness and knowledge of the 1990 census among school children who, in turn, will pass that awareness and knowledge on to their parents. We have involved educational officials and consultants in planning the census education project materials, which we sent to over 120,000 elementary and secondary schools nationwide in March 1989. The materials are in the schools 10 months earlier than for 1980 so that the schools can work them into their curricula. Three of the 10 lesson plans are in Spanish. In addition we have been working closely with the Head Start Bureau and the National Head Start Association to plan promotion of the census through the local Head Start agencies.

We are encouraging more joint participation between ourselves and localities. The 1990 census is more than just a Federal activity. We have made improvements in the local review program, which gives over 39,000 local officials (including American Indian and Alaska Native officials) in the Nation and about 150 in New Mexico an opportunity to review counts while we

can still take corrective action if a problem is found. One of these improvements is to offer training to local officials on how to participate in the program; this is a cooperative venture between the Census Bureau and the State Data Center. The first round of training was completed in 1987 and a second round will begin here in New Mexico later this month.

We are meeting with mayors of major cities to discuss mutual concerns about the 1990 census and possible joint efforts to assure as complete a count as possible of the cities' populations in 1990. Mr. Adams met with Mayor Schultz of Albuquerque and Mayor Pick of Santa Fe in June 1987, and also recently addressed the annual conference of the New Mexico Association of Counties. In March of this year, we mailed a handbook on how to mobilize local census participation to all 39,000 governmental jurisdictions nationally. More than 30 jurisdictions in New Mexico have already agreed to establish local complete count committees.

We also have established new American Indian Tribal and Alaska Native Village Liaison Programs to improve the participation of American Indians and Alaska Natives in the 1990 census. These programs provide a direct line of communication between the tribe or village and the Census Bureau. The liaisons will carry out a variety of functions related to outreach and recruitment that will encourage participation and a complete count of tribal or village members. Thus far 21 tribal liaisons have been appointed in New Mexico. Mr. Adams has personally visited 13 of the pueblos in New Mexico and has made several visits to the Navajo reservation.

Now, I will turn to our local community efforts. Our Community Awareness and Products Program seeks to build grassroots support for the census through extensive contacts and networking with community based organizations, key local and community leaders, and service providers. We do this through one-on-one contacts between our community awareness specialists and the leaders and memberships of the community groups. The community awareness staff also will support locally our overall promotion campaign by tying together at the local level many of the components I discussed earlier, such as the census education project, the religious organizations project, and the American Indian Tribal and Alaska Native Village Liaison Programs. Part of this effort also will include specialists who work with the minority media.

We have four community awareness specialists in New Mexico, one in each of the three district-office areas, and one to serve as liaison with the American Indian tribes. To date, they have made over 75 presentations to various organizations and conducted nearly 400 site visits to local governments, American Indian reservations and pueblos, community-based organizations, minority groups, churches, and so on, to gain their support for the 1990 census. We have compiled a mailing list of about 1,000 New Mexico organizations, about a quarter of which are media contacts, who are interested in and supportive of our outreach efforts. Census community network meetings and complete count committees have been or will be established shortly in all major New Mexico cities.

Now I will briefly describe a few of the many specific outreach and promotion efforts that have resulted from our contacts. In Albuquerque, the Mayor has formed a complete count committee, the school department is committed to promotion and use of the census education project, the neighborhood coordinator's office has agreed to promote the census through neighborhood organizations, and several community centers are committed both to promoting the census with posters and fliers and to setting up questionnaire assistance centers.

In Santa Fe, the Mayor has established a complete count committee; several senior citizens groups will provide newsletter coverage, put up posters, and help with questionnaire assistance; the New Mexico Coalition for Literacy will promote the census from its sites throughout the State; and the State Department of Human Services will distribute census information with food stamps and welfare checks.

In Dona Ana County and in Roswell, the Hispanic Chamber of Commerce will generate local business support for the census, the South West Legal Aid Society will conduct outreach to farm workers and Community Action Agencies--an umbrella for several social service functions--will promote the census and provide questionnaire assistance.

The questionnaire assistance centers I have just made reference to are part of our efforts to lower barriers that would prevent an otherwise willing respondent from being able to complete the census questionnaire. We strive to make the questionnaire as easy to understand and complete as possible, but we

realize that for many people, filling the census questionnaire can be challenging. A person's inability to fill the questionnaire does not mean that he or she will not be counted. We have instituted several innovative programs and procedures to provide help in completing the questionnaire.

Bilingual questionnaire assistance will be available at walk-in centers staffed by community organization volunteers, and also by telephone. For the first time we will have toll-free telephone assistance lines for persons who speak Spanish or six Asian languages. This is in addition to our English-language toll-free assistance number. The regular census questionnaire will contain a message in Spanish explaining how to obtain a Spanish-language questionnaire. Translation guides to help in completing the questionnaire will be available in about 30 languages. During field training for the enumeration of the Navajo reservation, the Navajo Community College language department will assist us via closed circuit television, to translate the census questionnaire into the Navajo language.

A few days before the delivery of census questionnaires, we will mail a flyer in English, Spanish, and the six Asian languages to alert householders that they will soon receive a census questionnaire and can obtain help in completing it by calling the toll-free numbers. In addition, our goal is to hire enumerators who live in the area where we assign them to work and who speak the prevailing language of that area.

HOW THE 1990 CENSUS OF NEW MEXICO WILL BE TAKEN

Second, how we will take the 1990 census of New Mexico.

Our goal is to count every resident, whether in a single-family home, an apartment, a condominium, a group quarters (such as a college dormitory or nursing home), a shelter for homeless persons or a street location where persons sleep at night. We have devised procedures to cover each of these living arrangements, as well as to assure good census coverage in all parts of the country--urban areas, suburbs and small towns, rural areas, sparsely populated and remote areas, and so on.

We will conduct the census of New Mexico out of district offices in Albuquerque, Santa Fe, and Las Cruces. The Albuquerque office is open now to conduct precensus operations for the State; the other two offices will open in the fall. These three district offices will receive overall guidance and direction from our regional census center in Denver, one of 13 we have set up nationally. In New Mexico, we will use two basic procedures to enumerate the population living in housing units. We call these two procedures mail-out/mail-back and list/enumerate.

We will use the mail-out/mail-back procedure in Bernalillo, Los Alamos, and Santa Fe Counties and in 17 small cities scattered throughout the State. About 60 percent of all housing units in the State are in mail-out/mail-back areas.

To take the mail-out/mail-back census, we are compiling an address list and thoroughly checking and updating the list before mailing out the census questionnaires. I will discuss these important address-list compilation procedures in more detail later. On March 23, 1990, the U.S. Postal Service will deliver a questionnaire addressed to every housing unit on the list. We ask the householder to fill it out and mail it back to the local census office by Census Day, April 1. The address list serves as a control of the enumeration because we can check returned questionnaires against the list and note those housing units for which questionnaires have not been received. This check-in will be fully automated in 1990--a major improvement over the 1980 census when it was done manually by clerks. If we do not receive a questionnaire for a housing unit, we will send an enumerator to collect the data.

We will use the list/enumerate procedure for areas of the State containing about 40 percent of the housing units. These are the more sparsely populated parts of the State where the distance between homes reduces the cost-effectiveness of creating a precensus mailing list and where it is difficult to ensure that a mailing address refers to a specific housing unit. Here, we will not compile a precensus address list. The Postal Service will deliver an unaddressed census questionnaire to every housing unit. We instruct the householders to fill out the forms and hold them for an enumerator to pick up. Beginning on March 26, 1990, enumerators will go from door to door to pick up filled questionnaires or to help householders fill them out. The enumerators

create an address list at the same time by recording the address and related information of every housing unit in their areas.

As in recent censuses, we will have two primary questionnaires--a short form and a long form, both machine-readable. The short form will contain the basic population and housing subjects asked of all persons and housing units. The long form will contain these same basic subjects plus additional population and housing items asked only for a sample of persons and housing units. Basic population subjects include name, household relationship, sex, age, race, marital status, and Hispanic origin.

We will have three sampling rates. We estimate that on the average 1-in-6 housing units in New Mexico will complete the long form. In governmental units with fewer than 2,500 people and on American Indian reservations and associated trust lands with fewer than 2,500 American Indians, 1-in-2 housing units will complete the long form. In most other areas of the state, 1-in-6 housing units will get the long form, and there may be a few large census tracts where 1-in-8 housing units will get the long form. This design will meet our important goal of producing quality data for small areas and population subgroups.

Once we have collected the 1990 census questionnaires and are satisfied they are complete, we will ship them on a flow basis to our automated processing center in Austin, Texas, one of seven such centers in the country. Here the questionnaires are prepared for input into the computer so that we can tabulate and publish the census data.

CURRENT STATUS OF OPERATIONS

Now, I will turn to my third topic, the status of operations here in New Mexico.

One of the major preparatory activities for the 1990 census is the compilation of an address list that we will use to control the delivery and return of questionnaires in mail-out/mail-back areas.

For the more urban areas of the country, we purchased about 56 million residential addresses, including about 190,000 here in New Mexico, from commercial vendors under contracts awarded in February 1988. We have assigned these addresses to the correct geographic location by computer, and by clerical research when the computer could not make the assignment.

In the fall of 1988, we conducted our "prelist" operation in New Mexico. In this operation, enumerators systematically canvassed and listed about 230,000 addresses for suburban areas and small cities where lists either do not exist or cannot be assigned geographic codes by our computer files.

Tests over the last 30 years show that updates by census enumerators and postal workers can improve an address mailing list used for the census. Thus, we contracted with the U.S. Postal Service (USPS) to conduct several checks of the list in mail-census areas for completeness and accuracy. In addition, our staff will conduct checks. The first of the USPS checks--the advance post

office check--was completed in the fall of 1988 for the addresses we purchased from commercial vendors. Mail carriers informed us of any addresses not on our list and also corrected erroneous addresses and informed us if we gave them an address that did not exist or was not residential. The addresses we listed in "prelist" underwent the same type of advance post office check in the spring of 1989. Beginning this week, our enumerators will assign the correct geographic codes to addresses the USPS added in the "prelist" advance post office check and delete or obtain new mailing address information for some housing units. Another check of the address list is the "precanvass" operation, an updating of the addresses in urban areas that we completed in New Mexico this June. Our enumerators canvassed their assigned areas to look for addresses not on our list and to make corrections to the list. We should finish this operation nationally this month.

We expect that, when we are through with all our address-compilation operations, the list will contain an address for virtually every housing unit in the areas where we will take the census by the mail-out/mail-back method.

We will need to hire over 1,000 persons in each of the three offices in New Mexico. In addition, we will employ over 100 persons in that part of New Mexico that is the Navajo reservation or adjacent trust lands. The Navajo enumeration will be managed from an office in Window Rock, Arizona. Nationwide, we will need to hire about 480,000 persons during the period October 1989 to September 1990. Most of these will be census enumerators who visit housing units to complete interviews and collect questionnaires. Hiring

so many workers can be quite a challenge, which is why we have devoted so much attention to designing new ways to recruit, train, motivate, and pay our workers. We are working more closely with both national and local community organizations to get their help in recruiting job applicants. We plan to use mass mailings of job notices in areas where recruitment is lagging. We are expanding the universe of qualified candidates by providing more flexible employment opportunities, such as part-time employment.

Enumerator training will be more interesting and relevant to the job. It will include more learn-by-doing exercises and more training on map reading, which has been a problem in the past. For the major operations, we plan to give supplemental pay to enumerators who are productive, do good work, and complete their assignments on schedule. We believe this will reduce turnover, which has been a major problem in the past. We also plan to tighten quality control supervision, including requiring that the crew leaders review the enumerators' work daily.

CLOSING REMARKS

In summary, Mr. Chairman, census operations are well underway and proceeding smoothly, and we are ready to take a successful census of New Mexico in 1990. Census questionnaires are being printed. Major address-compilation operations are nearly complete. One district office is open now and the other two will open in the fall.

We are cooperating closely with State and local officials and with community leaders and groups to make the census a success. We appreciate the support we are receiving. The census is a national ceremony whose success depends on all of us working and pulling together. With the local efforts supplementing our multifaceted national promotion campaign, I am confident that the people of New Mexico will stand up and be counted in 1990.

That concludes my testimony. Mr. Adams and I will be happy to answer any questions.

UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233

OFFICE OF THE DIRECTOR

OCT 1989

Honorable Jeff Bingaman
Chairman, Subcommittee on Government Information
and Regulation
Committee on Governmental Affairs
United States Senate
Washington, DC 20510

Dear Mr. Chairman:

We are enclosing answers to questions requested by the Subcommittee at the August 10, 1989 hearing held in Albuquerque, New Mexico on "Community Outreach and Promotion Activities for the 1990 Census."

I appreciate your continued interest in and support of the Census Bureau's plans and activities.

Sincerely,

C. L. KINCANNON
Deputy Director
Bureau of the Census

Enclosures

QUESTION:

Your testimony states that mail questionnaires will be used in Bernalillo, Los Alamos and Santa Fe counties and in 17 cities within the state and that the rest will be counted the old fashioned way, door to door. What are those 17 cities?

ANSWER:

We will mail 1990 Census questionnaires to the households in Bernalillo, Los Alamos, and Santa Fe counties except for the pueblos in Bernalillo and Santa Fe counties where we will visit door to door. The 17 cities which will receive mail questionnaires are: Alamogordo, Artesia, Aztec, Belen, Carlsbad, Clovis, Deming, Farmington, Gallup, Hobbs, Las Vegas, Lovington, Portales, Raton, Roswell, Truth or Consequences, and Tucumcari. We will visit door to door in the remaining households throughout the state.

QUESTION:

I understand that the Bureau has been distributing information packages to radio and TV stations. Would you describe what those packets contain? What has been the response? What is the overall media strategy for New Mexico?

ANSWER:

We have been distributing packets on request, at media conferences, and to individual stations through direct contacts. The packets have been well received and have generated considerable interest in the census; many stations will wait until closer to the census to air stories.

The packets contain 15 pieces presenting information on the importance and history of the census, how it will be taken, its confidentiality, and how they can help. Also included are reproducibles of the census logo, a brochure containing current U.S. statistics, and a telephone contacts list.

Part of our media strategy for New Mexico involves direct, one-to-one contact with major media outlets by our field staff working out of the Denver regional office. They are working with the stations to get support for airing the public service announcements produced by the advertising companies, locally produced public service announcements, and news stories related to the census. Another major part of our media strategy involves working through the National Association of Broadcasters. Cochairpersons in each of the top 150 major television and radio markets will encourage their colleagues to air our ads.

QUESTION:

You state that New Mexico will have three district offices: Albuquerque, Las Cruces and Santa Fe. What geographical area will each office cover?

ANSWER:

The geographical area covered by the three district offices includes the following counties:

Albuquerque - Bernalillo, Cibola, McKinley, Sandoval, and Valencia counties.

Las Cruces - Catron, Chaves, Dona Ana, Eddy, Grant, Hidalgo, Lea, Lincoln, Luna, Otero, Sierra, and Socorro counties.

Santa Fe - Colfax, Curry, De Baca, Guadalupe, Harding, Los Alamos, Mora, Quay, Rio Arriba, Roosevelt, San Juan, San Miguel, Santa Fe, Taos, Torrance, and Union counties.

NOTE: The Window Rock, Arizona District Office will manage the Navajo Reservation portion of McKinley and San Juan counties.

QUESTION:

The House appropriations bill cut a total of $72.9 million from the Census Bureau's request for FY 1990. $15.3 million was cut from salaries and expenses accounts and $57.6 from the periodic census account. How will these cuts affect your ability to conduct the 1990 Census? Specifically, what programs and activities would have to be stopped or scaled back if these cuts go through?

ANSWER:

We are analyzing the potential effects on our plans now, but have not determined specific changes we would make since these are very dependent on the actual amount of the cut (if any). However, the attached effects statement provides some information on the activities that most likely will be affected.

EFFECT OF 1990 BUDGET CUTS ON THE DECENNIAL CENSUS

- The Census Bureau's primary responsibility is to prepare counts for apportionment and redistricting. In 1990, at a minimum, it must open offices and hire staff to get the questionnaires delivered, conduct non-response follow-up, and convert the data into computer format. It also must begin Post Enumeration Survey efforts to measure coverage errors (pursuant to the recent lawsuit settlement). This work requires $1.1 billion of the $1.3 billion President's Budget Request for 1990.

- After this basic work is done, the Census Bureau plans to spend the remaining $198 million on operations that assure the coverage of the census and the accuracy of the data the census produces. Part of these funds will be spent to begin processing data so detailed census results are available promptly.

- A $57 million cut in the census budget would have to come from this $198 million, and thus would reduce by almost 30% the funding available for the following activities:

  -- Editing of Questionnaires and Preparing for Follow-up

     -- Improves both coverage and quality of key data (such as age, race, and income) by identifying obvious errors or omissions in the data for a household.

     -- Poor quality age and race data may artificially overstate coverage errors as measured by the Post Enumeration Survey. Inaccurate income and poverty data will distort fund allocations in the public and private sector.

  -- Follow-up, including Vacant/Delete

     -- Corrects errors or omissions in census data identified during Edit. This includes omissions of persons and doubled-up families within households.

     -- Improves coverage of the census by adding persons in housing units that have incorrectly been identified as vacant or deleted in previous operations. Follow-up of these units will add about 1.5 - 2.0 million persons to the census count. Many of these persons are minorities who otherwise would be missed in the census.

  -- Search and Match -- Improves coverage for apportionment and redistricting by accurately placing persons temporarily away from home (e.g. Members of Congress, "snow birds") in the correct geographic area.

- -- Cycle 2 Block Splits -- Assures correct political boundaries for all data products including redistricting data.

- -- Post Census Local Review -- Improves the census by allowing local government officials to review the census counts and identify areas where they are wrong while there still is time to correct the errors. This involvement by local officials is likely to decrease count complaints and litigation.

o If the mail response rate or productivity rates for temporary census employees are lower than the projected rates, it would reduce the $198 million base from which cuts could be taken. The Census Bureau would have to further modify these operations and this would have even more serious affects on the coverage and quality of census data.

- -- If the mail response rate is even one percentage point lower than expected, it would reduce the $198 million by $10 million.

- -- A one percent drop in productivity would reduce these funds by $6 million.

o Carryover of unobligated balances of 1989 funding cannot be used to offset cuts in the 1990 decennial census budget.

- -- The Census Bureau projects a $57 million carryover of 1989 decennial census funds, and $16 million in ADP funding for decennial data capture equipment. These funds are committed as follows:

  -- The Census Bureau will use $36 million to recruit and retain adequate, quality temporary staff. It will use the recently approved plan to pay higher salaries in areas where it has had trouble recruiting.

  -- It also will use $14.4 million to pay increased lease costs for the 493 temporary local offices and $7.7 million to reimburse census enumerators for the use of their cars and other travel expenses as a result of recent GSA increases.

  -- Finally, the decision to lease (rather than purchase) computers for the temporary local offices delayed the obligation of $15.4 million to 1990 from 1989.

QUESTION:

A recent GAO overview of the census states that "others--fugitives and undocumented aliens, for example--will purposely avoid being undercounted." Do you agree with this statement? I understand that there are between 3 and 5 million undocumented residents of the U.S. If it is true that most will avoid being counted, does the census bureau have any estimates of how many might be included in the 1990 census and the effect of their inclusion on apportionment?

ANSWER:

We agree with the GAO that some persons will purposely avoid being counted, but we have no way to estimate the extent to which this will occur. While we believe our outreach and promotion campaign will convince many of these persons that it is important and safe to complete their questionnaire, we have no way to estimate how many will participate, nor the effect this will have on apportionment. Furthermore, we know of no way to accurately exclude or separately identify undocumented residents during the census or during the PES (used to estimate coverage errors in the census), so such information will not be available after the census either.

QUESTION:

After the subcommittee's last hearing on the census, we submitted a question for the record as to whether the Bureau had an agreement with the Immigration and Naturalization Service to suspend "citizenship sweeps" during the period of the 1990 census. The Bureau's written answer states the "INS has recognized the need to avoid even the appearance that its activities have any relation to the census." Can you tell us whether INS has given any specific commitments as to its sections, other than a vague "recognized the need?"

ANSWER:

Former Commissioner Nelson made an oral commitment to us that the INS will avoid such appearances. We are considering reaffirming this commitment with the new commissioner and requesting that they formally notify their field staff of their intent.

QUESTION:

Would you please describe the actions the Bureau will be taking in New Mexico to count homeless persons? Have you been working with any particular groups in New Mexico?

One of the problems facing the count of the homeless is the so-called hidden homeless -- those who are in rural areas and especially those who are doubled or tripled up with friends or relatives. How does the Bureau plan to count these hidden homeless?

ANSWER:

The Census Bureau is conducting a nationwide operation to count selected components of the homeless population. First, we will conduct one special operation ("shelter and street night") on March 20-21, 1990 to count persons in emergency shelters, and pre-identified open street locations and other places not intended for habitation. This special operation includes all hotels/motels costing $12 or less per night, hotels/motels used entirely to shelter the homeless (regardless of cost) and pre-identified rooms in hotels/motels used for homeless persons and families. For shelters, enumeration will usually occur from 6 p.m. to midnight; street enumeration, from 2 a.m. to 4 a.m.; abandoned and boarded-up buildings from 4 a.m. to 6:30 a.m.

We developed our initial list of shelter locations using several government and private sources. In September of this year the Census Bureau sent a letter to each active functioning governmental unit in the United States requesting them to submit a list of all "shelter and street night" locations in their jurisdiction by October 16, 1990. The Census Bureau will use this information to update our initial inventory of shelters and create our inventory of street locations. This letter includes a summary of our 1990 census plans for enumeration of selected components of the homeless population. Also, the Census Bureau has held two meetings with the Albuquerque Care Alliance to discuss homeless enumeration plans. A third meeting is scheduled for November 1989.

Other components of the homeless population are enumerated as part of the regular census operations because they live in residential housing. These include "doubled-up families." When a household receives the questionnaire in the mail, it is instructed to include persons who are there temporarily but have no other usual home. We will provide tabulations of all housing units with more than one related family or with unrelated persons cross-classified by characteristics such as income, poverty status, and the percentage of family income spent on housing. Researchers and planners can use these data as indicators of the precariously housed or homeless as they see fit.

QUESTION:

One problem with the questionnaire is the limit of seven persons on one form. In New Mexico, many households are larger than seven. What steps is the Bureau taking so that it does not discriminate against larger households? For example, will you be sending extra questionnaires to areas where there are large households?

ANSWER:

The questionnaire will instruct such households to list all persons on the front of the form, and then fill the seven available columns. During the check-in of questionnaires, any form with all seven columns filled, or any form with seven or more persons listed on the front of the form, will trigger a follow-up call or visit to collect the census data for the rest of the household. This has worked well in previous censuses, so we plan no special or extra steps in New Mexico or other places that have many large households.

QUESTION:

In your testimony, you mention that you are working with local Head Start programs. Would you describe what activities you plan with the Head Start agencies.

ANSWER:

We have been working closely with the Head Start Bureau and National Head Start Association to plan promotion of the census through the local Head Start centers. This effort, new for 1990, is specifically designed to reach the low-income populations. We will ask local Head Start agencies to display a census poster, send flyers home with children, conduct workshops to help parents fill out questionnaires, telephone parents to encourage them to answer the census, and publicize the availability of census jobs.

QUESTION:

The Bureau recently decided to count overseas military personnel in state counts. How will this be accomplished? Will the counts be included in sub-state areas, i.e. census blocks, or just for state-wide figures? Do you have any estimate as to the effect of this decision on New Mexico?

ANSWER:

The Department of Defense (DoD) will enumerate its civilian and military overseas personnel, as well as the dependents of both groups, at the same time the Census Bureau conducts the 1990 census. DoD will develop the procedures and conduct the overseas enumeration. Except for the addition of three questions, the content of DoD's overseas questionnaires will be identical to that of the stateside forms. One of the additional questions--"Which was the LAST state within the United States where you lived for a period of 6 consecutive months or longer before going overseas?"--will yield State-level counts of DoD's overseas personnel.

DoD will tally these counts and furnish a total for each State to the Census Bureau by December 1, 1990. As long as certain quality standards are met, the Census Bureau will incorporate DoD's 50 State-level counts into the Congressional reapportionment distributions. There will be no means for including DoD's counts in sub-State data. We have no estimates concerning any possible effects--upon New Mexico or any other State--from combining the overseas and stateside figures.

QUESTION:

I understand the Census Bureau has entered into a consent agreement with the City of New York, et. al., regarding adjustment of the census for a possible undercount. Would you enclose a description of this agreement for the record?

As I understand it, under the agreement, the Secretary of Commerce does not have to decide on an adjustment until after figures are delivered to the Congress and the States to be used in apportionment and redistricting. If this is true, doesn't this put the Secretary in the position of being able to pick and choose which set of numbers he wants based on how it will affect particular states?

If adjusted figures are presented to Congress, does the agreement require the Congress to use these figures to modify its earlier apportionment? Or is it up to the Congress as to which to use? What about the States -- will the state by required to use the adjusted figures?

ANSWER:

Enclosed is a copy of the settlement stipulation and order.

Under the terms of the settlement agreement, the Department of Commerce will undertake a thorough review of the question of adjustment, and the Secretary will make a final decision on adjustment not later than July 15, 1991. This date was considered to be the earliest date by which the Census Bureau might have a reasonable chance of producing adjusted counts based on post-enumeration survey data.

By law, however, the Department must report census population counts to the President and the states within the deadlines established in Section 141 of Title 13 of the United States Code. For the 1990 census, the statutory deadlines are December 31, 1990 for the total population by state and April 1, 1991 for detailed counts within states. If no decision on adjustment has been made by that time, the reports will include a notation that the counts are subject to possible correction. If a decision is made to adjust, the adjusted counts will be released by July 15, 1991.

The settlement agreement does not put the Secretary in the position of being able to pick and choose which set of numbers he wants based on the political consequences in particular states. The Department of Commerce interprets the constitutional mandate as requiring that the decennial census be conducted so as to produce the most accurate population counts practicable. Any census counts reported must satisfy this requirement. Moreover, the settlement agreement requires the Department to develop guidelines articulating the grounds for a decision on adjustment and to publish these guidelines in the Federal Register with an

opportunity for public comment. The Secretary will consider these guidelines in making the final decision on adjustment. If a decision is made not to adjust, the Department will publish a detailed statement of the grounds for the decision, including a discussion of which guidelines were not met and in what respects they were not met.

In the settlement stipulation, the Department agreed to conduct census procedures in a manner calculated to ensure the possibility that the data collected could be used to produce adjusted counts usable for "congressional and legislative reapportionment, redistricting, and all other purposes for which the census counts are published." However, neither the Commerce Department nor the Census Bureau would decide how any adjusted counts might be used. Section 141 of Title 13 of the United States Code governs congressional reapportionment. State laws and judicial rulings govern redistricting within the states after reapportionment. In considering the possible uses of any adjusted counts, reporting deadlines established under each of these authorities should be taken into account.

UNITED STATES DISTRICT COURT

EASTERN DISTRICT OF NEW YORK

THE CITY OF NEW YORK, et al., Plaintiffs, v. UNITED STATES DEPARTMENT OF COMMERCE, et al., Defendants.	88 Civ. 3474 (JMcL) STIPULATION AND ORDER

WHEREAS the Secretary of Commerce is vested by law with supervisory authority over the Bureau of the Census and the conduct of the Decennial Census and does not by anything said herein intend to relinquish any authority or decision-making power thereby duly vested in him, including without limitation the decision whether or not to adjust the 1990 Decennial Census; and

WHEREAS the Secretary of Commerce intends that the 1990 Decennial Census shall be conducted in conformity with all applicable statutory and constitutional requirements including without limitation 13 U.S.C. § 141(b), (c) and in a manner designed to achieve the most accurate population counts practicable; and

WHEREAS the parties hereto at this time believe that the Census, including a post-enumeration survey and other adjustment-related operations, can and will be conducted in a manner that will result in the most accurate counts practicable, and no party has any basis at this time to believe that the Census, including the PES and adjustment-related operations, cannot and will not be conducted in such a manner; and

WHEREAS the parties wish to avoid the burdens, costs and delays of unnecessary litigation.

NOW, THEREFORE, IT IS HEREBY STIPULATED AND AGREED, by and between the undersigned, that:

1. All pending motions, including plaintiffs' pending Motion for a Preliminary Injunction, are withdrawn.

2. Defendants agree and represent that, notwithstanding the decision by the Department of Commerce (the "Department") announced on October 30, 1987, that there would be no statistical adjustment or correction for undercount or overcount in the 1990 Decennial Census, and without conceding that that decision was incorrect, the decision is vacated, and the question of whether or not to carry out a statistical adjustment of the 1990 Decennial Census ("adjustment") shall be made by a thorough de novo recon-

sideration undertaken with an open mind, without any prejudgment, and consistent with the procedures set forth herein.

3. Defendants agree and undertake to conduct a post-enumeration survey ("PES") of not fewer than 150,000 households, a number defendants believe is sufficient for the purpose, and such other procedures or tests as they deem appropriate, as part of the 1990 Decennial Census in a manner calculated to ensure the possibility of using the PES, not solely for evaluation purposes, but to produce corrected counts usable for congressional and legislative reapportionment, redistricting and all other purposes for which the Bureau of the Census (the "Bureau") publishes data.

4. Defendants agree that the Department will promptly develop and adopt guidelines articulating what defendants believe are the relevant technical and nontechnical statistical and policy grounds for decision on whether to adjust the 1990 Decennial Census population counts. The Department's proposed guidelines shall be published in the Federal Register by December 10, 1989, with a request for comments. The guidelines shall be published in final form in the Federal Register by March 10, 1990.

5. Defendants shall determine whether an adjustment satisfies the guidelines specified in para. 4 hereof.

If the Secretary determines to make an adjustment, defendants shall publish corrected 1990 Decennial Census population data at the earliest practicable date and, in all events, not later than July 15, 1991. If the Secretary determines not to make an adjustment, defendants shall publish at the earliest practicable date and, in all events, not later than July 15, 1991, a detailed statement of its grounds, including a detailed statement of which guidelines identified in para. 4 above were not met and in what respects such guidelines were not met.

6. Defendants intend to report census counts in accordance with the dates set forth in 13 U.S.C. §§ 141(b), (c). In the event that the Department releases or publishes any population counts from the 1990 Decennial Census prior to its determination with respect to adjustment in accordance with para. 5 hereof, defendants agree that each such release or publication shall bear the following legend conspicuously on the first page:

> "The population counts set forth herein are subject to possible correction for undercount or overcount. The United States Department of Commerce is considering whether to correct these counts and will publish corrected counts, if any, not later than July 15, 1991."

7. Defendants shall establish as soon as practicable and, in all events, not later than September 30, 1989, an independent Special Advisory Panel (the "Panel") to

advise the defendants on all matters relevant to the implementation of this Stipulation and, in particular, and without limitation, the guidelines identified in para 4 above, the application and achievement of the guidelines, the expedition with which defendants are proceeding toward decision on adjustment, and plans and schedules for the implementation of the Census and the PES in a manner that will result in the most accurate final census data at the earliest practicable time. The Panel shall be comprised of eight persons, none of whom shall be employed by any of the parties hereto, of such knowledge, judgment, and probity that their judgment and advice shall be entitled to the utmost respect by defendants. All eight persons shall be appointed by the Secretary of Commerce. The Panel shall have two co-chairs from among their number appointed by the Secretary. Each member of the Panel shall submit his or her recommendations to the Secretary.

8. The members of the Panel shall be entitled to call for and shall receive the fullest cooperation from defendants, including access to all necessary or appropriate information and the opportunity to consult with any employee of the Bureau. Defendants shall take all steps necessary to give each member of the Panel reasonable access to all relevant records and information, including administering appropriate oaths of secrecy pursuant to 13 U.S.C. § 9. The

Panel or any member thereof may make such disclosures, consistent with all applicable statutory requirements, as it or he deems appropriate. The Panel may adopt such rules for its governance as it deems appropriate.

9. The Department shall pay the members of the Panel a stipend of $287.50 per day for each day on which the Panel meets and such member is present and shall reimburse the members of the Panel for their reasonable and necessary expenses of travel and lodging in connection with the work of the Panel. The Department shall furnish the Panel with appropriate meeting and office facilities and clerical assistance. The Panel is entitled to retain appropriate assistants who shall be entitled to access to all materials made available to the Panel. Defendants shall make available to the Panel a fund of $500,000 against which each co-chair may draw, consistent with existing laws, rules, and regulations governing the expenditure of appropriated funds, for appropriate resources to ensure that Panel members can perform their mission.

10. The Panel shall dissolve on agreement of the parties that all of its functions pursuant to this Stipulation have been satisfied.

11. Except as expressly set forth herein, the parties reserve all their respective rights, claims, and defenses. Specifically, and not by way of limitation,

plaintiffs reserve the right to challenge any of the guidelines, decisions, or procedures adopted, omitted, implemented, or announced in connection with or arising out of this Stipulation.

Dated: July 17, 1989

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SO ORDERED:

_____
U.S.D.J.

QUESTION:

In your testimony, you mention that improvements have been made in the local review program. Would you describe what those improvements are, or is the existence of a local review program itself the improvement?

ANSWER:

The 1990 Local Review Program was announced to all governments in November 1986, whereas in 1980 the program was announced one year before the start of the census.

The 1990 Local Review Program is conducted in two phases: governments in census "mail" areas (where we create an initial address list) will get an early opportunity to review preliminary "precensus" counts, and all governments will receive an opportunity to review provisional "postcensus" counts when the census is nearly complete. The local officials are given adequate time to conduct their reviews: approximately 45 work days during precensus and 15 work days during postcensus local review. After the review cycle, governments document their major census housing count problems, by block, and sends them to the local district office where they are ranked, assigned and recanvassed, as necessary.

The Local Review Program includes an agenda of education and promotion activities. In 1987 and 1989, respectively, the Census Bureau created an Information Booklet and a Technical Guide which described the objectives of the program and how it works. Two rounds of training workshops were conducted nationwide in 1987 and 1989. The Census Bureau is working with State Data Center/Federal-State Cooperatives for Local Population Estimates to provide workshops designed to educate local officials on the census, and how to report major housing count problems during local review. We are circulating promotional materials about the program to these officials. These include:

The 1990 Decennial Census Local Review Program Information Booklet was mailed in July 1987.

A "Special Report: 1990 Census Local Review Program" supplement was published in the Summer 1987 in 3 national government association newsletters.

The 1990 Decennial Census Local Review Program Technical Guide was mailed in June 1989.

The "Local Review and You" brochure is planned for mass mailing in October 1989.

In 1980, the local officials had only 10 work days to complete one review without the benefit of either a promotion or training program.

QUESTION:

As I understand it, the precensus local review program is limited to a check of address lists for those areas where the mail-out/mail-back procedure will be used. Is there a precensus local review to check housing unit lists to be used in rural areas where the list/enumerate process will be used?

ANSWER:

In the more sparsely populated areas, the address list is developed in the Fall 1989 or at the time of the door to door enumeration. With the lack of any address list in list/enumerate areas prior to Census Day, and the lateness of address list development in update/leave areas there is no opportunity to check the list before Census Day.

QUESTION:

In any early answer to questions from the subcommittee, the Bureau stated that up to 3% of the total number of units within a district office area will be recanvassed if there is a complaint from local officials. Is what you are saying, in essence, that you will recanvass as much as you have budget for rather than based on the magnitude of the problem?

ANSWER:

Each district office will receive and review the documented local estimates from local governments for blocks where they believe we have miscounted. Many of the reported problems can be resolved in the office without recanvass. For those that remain, the district office ranks all discrepant blocks in order of magnitude (highest to lowest) and assign discrepant blocks for recanvass until they reach their budgeted limit, which is 3 percent of the total housing stock of the district office in precensus local review and 2 percent of the governmental unit during postcensus local review.

This budgeted level is not an arbitrary amount but is based on our expectations of the amount of recanvass that will be needed on average. If the amount is significantly higher for some localities, we will try to find additional resources to deal with the situation. These funds may be available because other localities have fewer discrepancies than average, of course.

QUESTION:

For the record, would you please supply the subcommittee a list of the jurisdictions in New Mexico which already have agreed to establish complete count committees?

ANSWER:

NEW MEXICO COMPLETE COUNT PROGRAM
PARTICIPATION RESPONSE

Plan to Establish a Complete Count Committee		Plan to Use an Existing Structure or Program		Do Not Plan to Establish Either	
Albuquerque	1,2	Carlsbad	1,2	Chaves County	1,3
Belen		Causey		Corona	1,3
Bernalillo		Deming	1,3	Eagle Nest	1,3
Carizozo	1,2	Dora		Elida	1,3
Clovis	1,2	Estancia	1,2	Hope	3
Curry County	1,2	(county wide)		House	3
Dona Ana County	1,2	Folsom		Las Crucas	3
Espanola	1,2	Hobbs	2	Portales	3
Fort Sumner	1,2	Hurley	2	Springer	
Jemez Pueblo		James Springs	2		
Lake Arthur		Laguna	2		
Maxwell	1,2	Los Lunas	2		
Roswell	1,2	Mescalero	2		
Santa Fe	1,2	Milan	2		
Tucumcari	1,2	Pueblo of Acoma			
		Roy	2		
		Ruidoso	2		
		Ruidoso Downs	2		
		San Juan	2 - county wide		
		San Isidro			
		Santo Domingo Pueblo			
		Silver City	1,2		
		Sunland Park	1,2 - Aztac County		
		Taos	1,2 - county wide		
		Wagon Mound	2 - county wide, Mora County		

1 - Response through followup
2 - CAPP Assistance
3 - Not yet confirmed

QUESTION:

In earlier testimony before the subcommittee, Mr. Louis Kincannon, Deputy Director of the Census Bureau states that an Advisory Committee on the American Indian and the Alaskan Native Population had been formed. What recommendations, if any, has this committee made and what actions have you taken in response to those recommendations.

ANSWER:

Recommendations of the Advisory Committee, and Census Bureau responses, are attached.

UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233

OFFICE OF THE DIRECTOR

RECOMMENDATIONS OF THE
CENSUS ADVISORY COMMITTEE ON THE
AMERICAN INDIAN AND ALASKA NATIVE POPULATION FOR THE 1990 CENSUS
MADE AS A RESULT OF THE MEETING ON APRIL 20-21, 1989

Recommendation 1

Committee Commends Census Bureau

"The Committee commends the Census Bureau and endorses its approach for enumerating the Alaska Native population in Alaska in 1990."

Census Bureau Response

The Census Bureau appreciates the Committee's endorsement.

Recommendation 2

Provision of Support Services

"The Committee recommends that the Census Bureau provide support services to Indian reservation and Alaska Native village enumerators. We also recommend that the Census Bureau consider negotiating interagency agreements with tribal governments, as appropriate, to provide necessary support services for these enumerators."

Census Bureau Response

While we are sensitive to your concerns, the Census Bureau lacks authority to provide funds for child care services. In addition, administrative regulations do not allow us to advance travel funds to intermittent employees before actual official travel is accomplished. Several individuals have suggested the Census Bureau should establish a grant program to advance funds to American Indians and Alaska Natives to subsidize these initial travel costs so that more persons will take the census jobs. Since the Census Bureau does not have authority to make grants, we recommended several years ago to the Administration for Native Americans and the Bureau of Indian Affairs that they consider establishing a grant program to provide advance travel funds to persons who accept jobs as census enumerators. We also requested that our regional staff work directly with tribal governments and local assistance groups to provide funds for enumerators. These

actions will encourage more American Indians and Alaska Natives to accept employment as census enumerators, which we believe would result in improved data on American Indians and Alaska Natives.

We will issue paychecks on a weekly basis. Enumerators who complete their payroll forms properly will receive their first paycheck within 14 days after the end of the weekly pay period. Thus, even those persons who start on a Monday will receive pay for that day within 18 days; those that do not start until a Friday will be paid for that day's work within 14 days after beginning work.

Recommendation 3

Committee's Recommended Interaction with Census Promotion Office

"The Committee recommends that the Census Promotion Office work with the Chair of our Committee or the Chair's designee on the development and implementation of the interagency agreement between the Census Bureau and the Institute of American Indian and Alaska Native Cultural and Arts Development. The Committee further recommends that:

A. Committee members visit the art institute to discuss their approach to the development of promotional materials.

B. The theme 'Name Your Tribe' be emphasized in all promotional materials due to the need for tribal members to be specific when answering the race question. This slogan promotes the understanding that Indians identify as specific tribal members, not generically as an Indian.

C. Traditional Indian and Alaska Native art be used rather than contemporary art. The individuals, who are fearful of the census, are the ones we are trying to target and would respond to these types of materials."

Census Bureau Response

The Census Promotion Office will work to assure that the Institute of American Indian and Alaska Native Culture and Arts develops an effective promotion plan. Further, we will work with the Committee chair or appointed Committee representatives to provide ways for these individuals to communicate their ideas and concerns to the Institute.

We plan to incorporate promotional strategies that use "Name Your Tribe" in promotional materials not designated for Aleuts or Eskimos in Alaska.

We will include some traditional Indian art in promotional materials targeted for American Indian population living on reservations and trust lands, and in the Oklahoma tribal jurisdiction statistical areas.

Recommendation 4

Tribal Governments Consulted on Tribal Research Projects

"The Committee recommends that tribal governments be consulted on the development of tribal research projects and that tribal governments shall approve projects affecting their reservation membership."

Census Bureau Response

Consultation with tribal governments on tribal research projects is and will remain standard practice. The Census Bureau is working jointly with the tribal governments to form a Joint Statistical Agreement to carry out the research.

Recommendation 5

Notification of Behavioral Research Projects

"The Committee recommends that American Indian urban organizations be notified of behavioral research projects in their area and that to the maximum extent possible they be included in such projects."

Census Bureau Response

We notify American Indian urban organizations about potential projects in their areas; indeed, in most cases we seek to involve each one as the nonprofit organization with which the Census Bureau forms a Joint Statistical Agreement to carry out the research.

Recommendation 6

Information Center Program

"The Committee recommends that the Census Bureau provide information to national American Indian and Alaska Native organizations about the Information Center Program. The

Committee further recommends that National Congress of American Indians (NCAI) be included under the Information Center Program by the Data User Services Division."

Census Bureau Response

The Census Bureau is engaged in a pilot project of the Information Center Program. If the pilot project is successful, the Data User Services Division will issue a "Request for Proposal" to national, nonprofit organizations eligible to apply for the National Services Information Center Program. As a current participant in the ongoing National Services Program, the National Congress of American Indians is eligible.

Recommendation 7

Enumeration Sample

"The Committee recommends that the enumeration for all reservations, tribal trust lands, tribal jurisdiction statistical areas, and Alaska Native villages be a 1-in-2 sample."

Census Bureau Response

The Census Bureau recognizes the need for reliable data for American Indian reservations and trust lands, tribal jurisdiction statistical areas, and Alaska Native villages.

In accordance with the sample design proposed by the Census Bureau and approved by the Office of Management and Budget, we will sample these areas like all other governmental units with the sampling rates varying according to the American Indian or Alaska Native populations as measured in the 1980 census (we do not have intercensal estimates for these areas). We will sample trust lands according to the same guidelines set for their associated Indian reservations.

If the American Indian or Alaska Native population on a reservation, trust land, or village is fewer than 2,500, the planned sample rate for the area is 1-in-2. We will use a lower rate if the population is greater than 2,500. We will sample the majority of the areas at the higher 1-in-2 rate. For example, only 26 of the 278 identified Indian reservations had a population of 2,500 or more American Indians in 1980 and no Alaska Native villages exceeded this figure. The Census Bureau will take a sample of 1-in-2 of all Alaska Native villages.

As a result of this sample design, the data for small Indian reservations (fewer than 2,500 American Indians) and Alaska Native population will have better statistical precision for sample data equal to or greater than in 1980 and larger Indian reservations will have about the same precision. We believe that this sample design will provide adequate data for all analytical purposes.

Recommendation 8

Supplementary Questionnaire

"The Committee recommends that the Census Bureau requests appropriations to implement the supplementary questionnaire in 1991. The Committee believes that the data are important and necessary for tribes and villages to have."

Census Bureau Response

The Census Bureau has no plans to implement a follow-on survey of American Indian and Alaska Native areas in conjunction with the 1990 census.

In the summer of 1988, the Census Bureau reconvened the Federal Interagency Working Group (IWG) on American Indians and Alaska Natives to identify data requirements for supplemental data. Although the IWG made recommendations to include a supplementary questionnaire in 1990 to meet policy and program needs, they did not identify legislative requirements for the data. With the advice of the IWG, the Census Bureau prepared a plan for a postcensus survey of American Indian and Alaska Native areas, which included a design for data collection methodology, processing, and tabulation and publication activities, and drafted a supplementary questionnaire. After that initial planning, Congress authorized no monies to continue the planning or to conduct the survey.

Throughout the 1990 planning, however, the Census Bureau has focused on improving the methods used to collect data on the American Indian and Alaska Native population, expanded geographic programs for American Indian and Alaska Native areas, and enlarged the scope of the 1990 tabulation and publication program to provide more data on American Indians and Alaska Natives than from the 1980 census.

The tabulation and publication program from the regular 1990 questionnaire will provide more extensive population and housing data for American Indians, Eskimos, and Aleuts than ever before. We will show data for the United States, individual states, counties, and so forth, as well as for American Indian

and Alaska Native areas--reservations, trust lands, tribal jurisdiction statistical areas, tribal designated statistical areas, Alaska Native Village statistical areas, and Alaska Native regional corporations. In addition, information will be available for American Indian tribes. These data will be available in the standard census data products as well as specia. data products for American Indians and Alaska Natives.

Recommendation 9

Students Be Included in Counts

"The Committee recommends that college and other higher education students be included in the reservation and village counts."

Census Bureau Response

The Census Bureau bases its decision about who should be counted in the census and where they should be counted on the concept of usual residence, a principle established by the Census Act of 1790. We will count persons where they usually live; that is, where they eat and sleep most of the time. If a college or other higher education student lives at his/her collegiate residence at least 6 months of the year, he/she resides there and will be counted accordingly.

Recommendation 10

Non-Federally Recognized Tribes

"The Committee also reaffirmed a previous recommendation that the Tribal Liaison Program be only for federally recognized tribes and Alaska Native villages. Other Indian organizations and entities will be approached in the same manner as community based organizations."

Census Bureau Response

The Census Bureau believes that including both Federal and state recognized tribes in the Tribal Liaison Program furthers the Census Bureau's goal of a complete count of the American Indian and Alaska Native populations. Given the acceptance this program has received, and the absence of any information suggesting that this approach is flawed, we plan to include state recognized tribes in the Tribal Liaison Program.

Recommendation 11

Poster

"The Committee recommends that the currently printed American Indian and Alaska Native poster will not be the only poster used for the 1990 census; and, that the Census Promotion Office actively pursue the production of the other posters, reflecting the themes as presented in the American Indian/Alaska Native Census Promotion Media Plan received 4/21/89. The Committee further recommends the production of additional posters be of the same quality as the one already produced. Also, we request that the Advisory Committee be consulted on the production of promotional materials."

Census Bureau Response

The poster for the interagency agreement was the first in a series of promotional materials developed as part of a major effort to assure as complete a count as possible of all segments of the American Indian and Alaska Native populations. We will forward the American Indian/Alaska Native promotion plan, when completed in coordination with the Institute of American Indian Arts, to the Committee.

Recommendation 12

Change Slogan

"The Committee recommends that the currently printed American Indian and Alaska Native promotion be 'Listen to the Drum' since this slogan is particularly relevant to American Indians and Alaska Natives culturally. The Committee further recommends that the theme 'Let Our Voices Be Heard' not be used in any additional promotional material."

Census Bureau Response

Plans for future promotion materials will include "Listen to the Drum." The Census Promotion Office selected the theme, "Let Our Voices Be Heard," to highlight the announcement of our interagency agreement with the Institute of American Indian Arts at a White House reception on April 12.

Recommendation 13

Description Accompany Poster

"The Committee recommends that when the present poster is distributed, there be an accompanying description, stating that the poster was developed for celebrating the interagency agreement and the White House reception held April 12, 1989."

Census Bureau Response

The Census Bureau has developed a description that will accompany the poster when it is distributed.

Recommendation 14

Job Training Partnership Act Program

"The Committee recommends that Census Bureau headquarters send a letter to each Job Training Partnership Act (JTPA) program stating that regional census center staff will be contacting each program concerning recruitment and outreach."

Census Bureau Response

In May 1988, we sent a list of all the JTPA program offices provided by Dr. Gregory Frazier of the American Indian and Alaska Native Census Advisory Committee to all the regional census centers. Contact by the regional census centers to the JTPA program offices has been ongoing and very productive. We sent several job announcements to these program offices as well as presentations on the current field operations being conducted in the areas near these JTPA program offices.

Recommendation 15

Review of Behavioral Research Projects

"The Committee recommends that Behavioral Research Projects for American Indians and Alaska Natives be reviewed by the Committee before the projects are funded. The Committee also requests a copy of the recently approved behavioral research plan."

Census Bureau Response

We will transmit a copy of the approved behavioral research plan to the Committee before the next meeting.

The Census Bureau will review proposals and make decisions on project funding according to criteria for site selection. We discuss the criteria for site selection on page 4 of the behavioral research plan. Timing and logistics make it impossible to have Committee comments on proposed projects before they are funded.

We welcome suggestions and recommendations from all members of the Committees to identify researchers qualified to participate in the behavioral research on the causes of undercount. You may distribute the approved research plan to inform and encourage promising candidates to apply. Please note that the deadline for applications is August 1, 1989.

JOINT RECOMMENDATIONS

Recommendation 1

Include Census Topics on Agenda of Annual Research Conference

"The Census Bureau sponsors a Research Conference every year in March. The four ethnic Census Advisory Committees (AIAN, API, Black, and Hispanic) wish to recommend that the Census Bureau add to the said Conference, topics and discussion panels centered around the issues of targeting our undercounted community and similar census-taking issues in the next Conference in 1990. Likewise, we strongly suggest to invite the four Committee Chairs (or their designated Alternates) for the upcoming Conference pertaining to the 1990 Census. The Chairs or Alternates could serve as resource persons or commentators at the Conference."

Census Bureau Response

The 1990 Annual Research Conference program committee issued a "call for papers" in March 1989. The deadline for receipt of abstracts is August 14. When the program committee meets in September to decide on the program, we will give serious consideration to "topics and discussion panels centered around the issues of targeting our undercounted community and similar census-taking issues." While the "call for papers" emphasized nondecennial topics because of the concern that the decennial census staff would be too busy to participate in the conference,

the topic of undercount is also relevant to the survey activity in the Census Bureau. This fall, we will better understand what flexibilities we have concerning the inclusion of decennial topics in the 1990 Annual Research Conference program.

Recommendation 2

Reach out to Governors

"We suggest that a strong concerted effort be made by the Department of Commerce and the Census to reach out to the Governors of our 50 states and the outlying areas; perhaps through this organized effort we can recruit their respective full cooperation with the quality of the Census count."

Census Bureau Response

Mr. Michael Darby, Under Secretary for Economic Affairs, Department of Commerce, sent an important message to the Nation's governors about the 1990 Census of Population and Housing. We will forward this message to Committee members.

Recommendation 3

Media Agency Reflect Sensitivity in Staff

"On behalf of the Census Advisory Committees on the American Indian and Alaska Native, Asian and Pacific Islander, Black, and Hispanic Populations for the 1990 Census, we want to express our appreciation and thanks to the Bureau of the Census for initiating an effort to develop sensitive PSA's for the above population groups. In the future, we would recommend that the agency hired by the Bureau of the Census to produce the PSA's reflect the same sensitivity in its staff that we are striving to depict in the PSA's. We would like to be certain that the products from this initiative will be used throughout the country and will be made available to the Advisory Committee Members for use in the communities."

Census Bureau Response

We appreciate the enthusiasm of those individual Committee members who actively participated in the Census Promotion Office-sponsored public service announcement (PSA) videotaped sessions before the April meeting. To help carry the census message to their communities, we expect their personal initiative will assist in the distribution of the completed PSA's.

Recommendation 4

Chairs Invited to Technical Committees

"Our Committees jointly commend the Census Bureau for responding to our recommendation that the chairs of our Advisory Committees be invited to a meeting of the Joint Census Advisory Committee of the American Economic Association, the American Marketing Association, and the American Statistical Association."

Census Bureau Response

We appreciate the Committees' continued support and cooperation.

JOINT RESOLUTION

RESOLUTION OF THE CENSUS ADVISORY COMMITTEES ON THE AMERICAN INDIAN and ALASKA NATIVE, ASIAN and PACIFIC ISLANDER, BLACK, AND HISPANIC POPULATIONS

"We applaud the efforts of the Bureau of the Census to reduce the undercount through methods designed to foster improved enumeration. However, since the enumeration product has consistently undercounted the populations herein named, especially the Black population, and since the enumeration products become the demographic basis that influence resources available to assist minority and disadvantaged populations, any undercount of those population will have an exacerbating effect. We are therefore stating, herein, our position that the decennial census enumeration product, by the most accurate methods available, be adjusted for undercounts and overcounts."

I hereby certify that the above minutes represent an accurate record of the proceedings of the meeting held by the Census Advisory Committees of the American Indian and Alaska Native, Asian and Pacific Islander, Black, and Hispanic Populations for the 1990 Census on May 19 and 20, 1986.

Lorintha J. Warwick, Chairperson (AIAN)

Juanita Tamayo Lott, Chairperson (API)

Gloria E. A. Toote, Chairperson (BLK)

Leobardo F. Estrada, Chairperson (HISP)

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APPENDIX 1

RECOMMENDATIONS OF THE CENSUS ADVISORY COMMITTEES AND CENSUS BUREAU RESPONSES

Census Advisory Committee of the American Indian and Alaska Native Population

Recommendation 1.

The Committee would like to have copies of each meeting's minutes sent to three national American Indian organizations that can disseminate the information. The Committee feels that the Federal Register is not a good vehicle for announcing these meetings to American Indians, as most tribes do not subscribe to it; the announcement should appear in at least one Census Bureau publication, such as Data User News.

Census Bureau Response

The Census Bureau will send copies of each meeting's minutes and notice of future meetings to the National Congress of American Indians, the National Indian Education Association, the National Urban Indian Council, and the Alaska Federation of Natives for their further dissemination. The Census Bureau will revise this list at the direction of the Committee. In addition, we will publish announcement of future meetings in Data User News as well as the Federal Register.

Recommendation 2.

The Committee thought it would be appropriate to contact the Administration for Native Americans (ANA) and the Job Training Partnership Act (JTPA) program; under their guidelines, it may he possible to help the tribes support tribal liaisons for the census. This would aid both the tribes and the Census Bureau.

Census Bureau Response

The Census Bureau will attempt to ascertain if financial support for tribal liaisons would be available through the ANA and/or JTPA program. If available, individual tribes would he responsible for applying to the appropriate agency for such assistance.

Recommendation 3.

The Committee recommended that followup letters be mailed to tribes that have not responded to the invitation to participate in the block definition program.

Census Bureau Response

The Census Bureau's regional offices followed up with all tribes by mail and telephone to assure that they were aware of the invitation to participate in the block definition program. Despite these followups, we still were unable to get responses from all tribes.

I hereby certify that the above minutes represent an accurate record of the proceedings of the meeting held by the Census Advisory Committees of the American Indian and Alaska Native, Asian and Pacific Islander, Black, and Hispanic Populations for the 1990 Census on November 6 and 7, 1986.

Lorintha J. Warwick, Chairperson (AIAN)

Juanita Tamayo Lott, Chairperson (API)

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Gloria E. A. Toote, Chairperson (BLK)

Leobardo F. Estrada, Chairperson (HISP)

*Due to unforeseen circumstances, the Chairperson's certification could not be obtained prior to publication.

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APPENDIX 1

RECOMMENDATIONS OF THE CENSUS ADVISORY COMMITTEES
AND CENSUS BUREAU RESPONSES

Census Advisory Committee on the American Indian and Alaska Native Populations

Recommendation 1.

The Census Bureau should reconsider the budget for the 1990 supplementary questionnaire for American Indians.

Census Bureau Response

The Census Bureau recently reviewed this issue and decided not to include the supplementary questionnaire operation in the 1990 budget because this agency wants to concentrate its resources on improving the quality of the regular census data. The Census Bureau believes it has designed a program that will meet this goal through increased outreach and awareness, the Tribal Liaison Program, improved procedures, and the Local Review Program.

In general, our approach for the 1990 census will be to increase tabulations of data from the regular census questionnaires for American Indians and Alaska Natives, increase the accuracy of those data, and release them earlier. This agency plans to provide data for reservations, tribal trust lands, other American Indian areas, and Alaska Native villages, as well as American Indians and Alaska Natives who do not live in these areas. Data on tribes also will be coded and tabulated from the regular sample questionnaire.

Recommendation 2.

The Census Bureau should immediately and formally notify tribal governments and the profit and nonprofit corporations in Alaska that the supplementary questionnaire has been dropped for 1990, so that they can make their own views known.

Census Bureau Response

The Census Bureau is developing a paper that will document its various initiatives to improve the enumeration of the American Indian/Alaska Native populations for 1990. A copy of this description, which will include information on the supplementary questionnaire decision, will be sent to all tribal governments and Alaska Native corporations.

Recommendation 3.

The Census Bureau should report on the status of the selection aid test, such as length and concepts tested.

Census Bureau Response

The Census Bureau plans to report at the fall 1987 meeting on the evaluation of the test as used in 1980 and the plans for its use in 1990. This agency has shortened the test from from 54 to 30 items and will first used it in the 1988 dress rehearsal. We are currently investigating development of some other selection procedures that will be based on observations of the enumerators in the 1987 test census of north-central North Dakota in April.

Recommendation 4.

Committee members should observe the 1987 North Dakota test census and the 1988 dress rehearsal.

Census Bureau Response

We encourage Committee members to observe activities in the 1987 North Dakota test census and the 1988 dress rehearsal. To assure that the operations being evaluated are not affected, the number of observers for any given operation must be controlled by scheduling them in advance. We will provide Committee members with a schedule of operations for both the 1987 test census and the 1988 dress rehearsal. Committee members should make requests to observe an operation through the Committee chairperson. The Committee may find it useful to have each observer prepare a report on what was observed.

Recommendation 5.

Letters should be sent to the nonprofit Alaska Native regional corporations about the Alaska Native village statistical area programs.

Census Bureau Response

The Census Bureau will send a letter to the nonprofit Alaska Native regional corporations outlining the Alaska Native village statistical area programs upon receipt of lists of confirmed Alaska Native villages from the Bureau of Indian Affairs (BIA), Indian Health Services (IHS), and the Bureau of Land Management (BLM). Copies of those letters also will be sent to the profit Alaska Native regional corporations and the Alaska Native village governments.

Recommendation 6.

The Census Bureau should identify all tribal trust lands for the 1990 census, whether or not they have population and housing.

Census Bureau Response

The Census Bureau has requested BIA to identify all tribal trust lands, whether or not they contain population and housing, and is meeting with BIA to resolve any outstanding issues.

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Recommendation 7.

Recruitment for the 1987 North Dakota test census and the 1988 dress rehearsal should also be done through the Tribal Employment Rights Offices (TERO's), Job Training Partnership Act (JPTA) programs, and aging programs.

Census Bureau Response

The Census Bureau will use the TERO's, the JTPA, and aging programs along with many other sources to recruit staff for census work. The degree to which any one, or all, of these recruiting sources is used will depend on staff requirements for the various data-collection and data-processing operations.

In North Dakota, the Census Bureau will use the TERO's and other appropriate means on the Fort Totten and Turtle Mountain Reservations to encourage census employment. The TERO's located throughout the country have an important role in Census Bureau /American Indian relations. We will continue to uses these TERO's to communicate our recruitment messages to the American Indians. Linking census jobs to employment-training programs and recruiting through programs for the elderly population are areas we are currently exploring. Programs associated with the JTPA, and the like, can prove useful in generating staff for various field, office, and processing positions. All persons collecting census data, however, must be sworn census employees and, as such, may not perform census duties as JTPA employees.

With regard to programs for the elderly population, much of our ability to hire from this population group is limited by income ceilings on people receiving annuities. While this dilutes our hiring ability with these individuals, we are seeking legislative relief for a related group that includes civil service and military retirees. The removal of hiring impediments for the latter group will expand our hiring base. The Committee should note that relief for social security recipients, who comprise the vast majority of the elderly population, is not part of the legislative effort.

Recommendation 8.

All positions on the Committee should be filled by the next meeting.

Census Bureau Response

The Census Bureau agrees that all Committee vacancies should be filled as soon as possible. The process for approving and appointing Committee members, however, is not controlled by the Census Bureau alone. The Secretary of Commerce appoints all members to the 1990 Census Committees after they have been cleared through a process that includes a background investigation. The Census Bureau has requested clearance for enough candidates to make it possible for all vacancies to be filled by the next meeting.

Recommendation 9.

The Census Bureau should obtain the mailing list of the BIA's News Notes.

Census Bureau Response

This agency will request the BIA's News Notes mailing list.

Recommendation 10.

A copy of the Office of Management and Budget's (OMB's) A-40 circular should be sent to Committee members.

Census Bureau Response

We sent a copy of the OMB regulations that supersede OMB circular A-40 to Committee members.

Recommendation 11.

The Advisory Committee chairpersons should have an opportunity to meet prior to the next meeting to determine whether there is any specific problem that is affecting one Committee more than the others and possibly adjust the agenda accordingly.

Census Bureau Response

As a part of the agenda-setting process, each chairperson will get a copy of the agenda for comment before it is prepared for publication in the Federal Register. This agency will prepare the agenda based on recommendations from the last meeting as well as Census Bureau requirements to cover certain topics. Committee chairpersons should communicate any agenda problems to their Committee coordinators for resolution. Problems affecting one Committee more than others should usually be resolvable within the individual Committee sessions rather than in the joint meetings. If last-minute events dictate a change in the joint Committee agenda topics, however, this agency may make those changes at the beginning of the meeting.

Recommendation 12.

Discussion on the adjustment issue should be presented at a joint meeting of the four Advisory Committees and not at a subcommittee meeting.

Census Bureau Response

May 1987 is the target date for deciding whether the Census Bureau will have the technical and operational capability to adjust the census. This timing suggests that the fall 1987 meeting would be a better time to make adjustment an agenda item. When it is scheduled, it will be a joint-meeting item because of its general applicability.

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Recommendation 13.

A training session should be held on tribal sovereignty for the Census Bureau's executive staff and other staff that have responsibility for the enumeration of American Indians and Alaska Natives.

Census Bureau Response

The Census Bureau agrees to provide for such training.

Recommendation 14.

The letter to tribal governments requesting appointment of a tribal liaison should include a paragraph stating that the Census Advisory Committee on the American Indian and Alaska Native Populations supports this program. The letter should also be reviewed by the Committee chairperson prior to mailing.

Census Bureau Response

The Census Bureau will include the reference requested and provide a copy to the chairperson for review before mailing.

I hereby certify that the above minutes represent an accurate record of the proceedings of the meeting held by the Census Advisory Committees of the American Indian and Alaska Native, Asian and Pacific Islander, Black, and Hispanic Populations for the 1990 Census on April 23 and 24, 1987.

Lorintha J. Warwick, Chairperson (AIAN)

Yuanita Tamayo Lott, Chairperson (API)

Gloria E. A. Toote, Chairperson (BLK)

Leobardo F. Estrada, Chairperson (HISP)

UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233
OFFICE OF THE DIRECTOR

Appendix 1

RECOMMENDATIONS OF THE CENSUS ADVISORY COMMITTEES AND CENSUS BUREAU RESPONSES

RECOMMENDATIONS OF THE CENSUS ADVISORY COMMITTEE ON THE AMERICAN INDIAN AND ALASKA NATIVE POPULATIONS FOR THE 1990 CENSUS MADE AS A RESULT OF THE MEETING ON APRIL 23-24, 1987

The Census Advisory Committee on the American Indian and Alaska Native Populations for the 1990 Census made the following recommendations to the Director, Bureau of the Census. Comments showing the response and action taken or to be taken by the Census Bureau accompany each recommendation.

Recommendation 1: Supplementary Questionnaire

"1. The Census Bureau should prepare cost estimates for:

a. Implementing the long-form or sample questionnaire on a 100-percent basis for American Indian, Eskimo, Aleut households in American Indian areas defined for the 1990 census.

b. Implementing a supplementary questionnaire for American Indians, Eskimos, and Aleuts as part of the census operation in American Indian areas defined for the 1990 census.

c. Implementing a supplementary questionnaire for American Indians, Eskimos, and Aleuts as a follow-on survey in American Indian areas defined for the 1990 census."

Census Bureau Response

We will provide the Committee with cost estimates for implementing the sample questionnaire on a 100-percent basis in American Indian areas and for implementing a supplementary questionnaire as a follow-on survey in those areas at the upcoming October meeting. Our estimate of $2.6 billion to fund the 1990 decennial census program does not include the cost of a supplementary questionnaire in American Indian areas. The Census Bureau would consider undertaking either one of these two options if funds were available from outside sources; that is, if another agency or agencies contract with us to perform the data collection, processing, and tabulation activities. In preparing the cost estimates, we have assumed that the questionnaire content is the same as used for the 1980 census, but the American Indian areas are those identified for the 1990 census reservations, off-reservation trust lands, and tribal jurisdiction statistical areas in Oklahoma.

Implementing a supplementary questionnaire in American Indian areas as part of the planned 1990 census poses operational problems that interfere with the conduct of the basic census. The Census Bureau has not developed a cost estimate for this option because implementing a supplementary questionnaire while simultaneously conducting the 1990 census is not operationally sound. Any cost estimates developed to fund this option would not be based on realistic considerations and would be virtually meaningless.

Recommendation 2: Data For American Indian Areas

"The Census Bureau should publish data for American Indian areas from other censuses and surveys conducted by the Census Bureau such as Agriculture, Economic, Business, and so forth."

Census Bureau Response

The Census Bureau will explore the feasibility of obtaining and publishing data from the other censuses and surveys for American Indian areas.

Currently, to the extent that American Indian areas encompass a single ZIP Code or a group of ZIP Codes, the 1987 Economic Censuses will produce some information that may be useful. For retail trade and service industries, we will provide establishment counts classified by employment-size groups and sales categories for individual industries within a ZIP Code. This information will be available on computer diskette.

The relatively small number of businesses typically located on an Indian reservation makes it highly unlikely that the Census Bureau could publish detailed economic statistics for each individual reservation. Generally, data would have to be suppressed to preserve the identity of individual businesses. It may be possible to provide data for reservation areas by state and county.

Recommendation 3: Supplementary Questionnaire

"The Census Bureau, as soon as possible, should send the notification of the exclusion of the supplementary questionnaire for American Indians to American Indian, Eskimo, Aleut tribal governments and organizations."

Census Bureau Response

The staff at the Census Bureau are preparing a publication, "1990 Census Program for American Indians and Alaska Natives," that will include information on why we do not plan to use the supplementary questionnaire. Our plans are to mail this booklet to American Indian, Eskimo, and Aleut tribal governments and organizations. We will publish the booklet later this summer.

Recommendation 4: Focus Groups

"The Census Bureau should hold the focus group for Alaska Natives in September."

Census Bureau Response

The Census Bureau will make every effort to hold the focus group session for Alaska in September.

Recommendation 5: Focus Groups

"The Advisory Committee members that are available should observe the focus group for Alaska Natives."

Census Bureau Response

The Census Bureau will consider the Committee's request for members to observe the focus group session in Alaska. We currently are planning for two sessions in Alaska--one to be held in Anchorage and one in Bethel. Our concern is that we keep the number of observers (including Census Bureau staff) to a minimum so as not to affect the candid participation of the focus group participants. If observations are not feasible, we will make a videotape available for Committee members to review.

Recommendation 6: Agenda Item On Adjustment

"The Census Bureau should have the adjustment issue on the October 29-30 agenda for discussion by the Advisory Committees at a plenary session."

Census Bureau Response

We will include discussion of "Adjustment" in one of the joint sessions at the October 29-30, 1987 meeting.

Recommendation 7: Recruitment Sources

"The Census Bureau should establish a continuing communication channel with Tribal and Alaska Native personnel, Job Training Partnership Act (JTPA), Tribal Employment Rights Offices (TEROs), and higher education scholarship programs for recruitment and hiring of American Indians and Alaska Natives at Census Bureau Headquarters and regional offices."

Census Bureau Response

The Census Bureau is firmly committed to hiring tribal and Alaska Native members, as well as members of other underrepresented population groups, for its headquarters and regional office staffs in greater numbers. We recognize that establishing appropriate lines of communication with the right groups is essential to meeting that objective.

We will continue working with tribal and Alaska Native personnel in the months ahead while exploring ways to link census jobs to employment and training programs such as the JTPA. Programs associated with JTPA and the like can prove extremely useful in generating staff for various field and processing office positions.

The 80 plus TEROs located throughout the country have an important role in Census Bureau-American Indian and Alaska Native relations. Under the aegis of the Tribal Liaison Program, we will continue to use these TEROs to communicate our messages to the American Indian and Alaska Native populations.

Regarding higher education scholarship programs, the Census Bureau will establish communication links with tribal and Alaska Native governments and Bureau of Indian Affairs higher education programs for recruiting and hiring American Indians and Alaska Natives. In addition, the Census Bureau recently mounted an initiative to establish links with the 20 American Indian colleges located throughout the country. We will begin visits to these institutions this summer. The program, again under the Tribal Liaison Program umbrella, augments continuing outreach activities in this area.

Recommendation 8: Training On American Indian Tribal Sovereignty

"The Census Bureau should contract with Sam Deloria, American Indian Law Center, University of New Mexico, Albuquerque, New Mexico, to do the training session on American Indian Tribal Sovereignty for the Executive Staff and other census personnel responsible for the enumeration of American Indians and Alaska Natives."

Census Bureau Response

The Census Bureau contracted with Dr. Sam DeLoria, Director of the American Indian Law Center in Albuquerque, New Mexico, to conduct a seminar on American Indian Tribal Sovereignty for the Census Bureau's executive staff. The seminar attendees included members of the Executive Staff and other key headquarters staff involved in planning American Indian and Alaska Native enumeration. We videotaped the seminar, which occurred July 9, for use with our regional staffs.

Recommendation 9: Reference to Tribal and Village Officials

"The Census Bureau should reference tribal and village officials in addition to local government officials in census printed materials and presentations."

Census Bureau Response

In all appropriate printed materials and/or presentations, the Census Bureau will include references to tribal and village officials in addition to local government officials.

Recommendation 10: Travel Expenses For Tribal Liaisons

"The Census Bureau should provide financial resources for travel expenses for appointed tribal liaisons to attend training sessions and have meetings with other tribal liaisons in their regions."

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Census Bureau Response

The Census Bureau may authorize travel on official Government business for private persons when it determines that the travel is in the best interest of the Census Bureau. The Census Bureau agrees that when it requests attendance of tribal liaisons at training sessions or meetings that are conducted outside their reservation areas and it is in the interest of the Census Bureau, the liaisons will be reimbursed for travel expenses for such meetings. We will outline the procedure for securing reimbursement in the manual for tribal liaisons.

Recommendation 11: Tribal Liaison Appointments

"The Census Bureau should provide to the Committee members copies of the tribal liaison appointment letters sent to tribal governments."

Census Bureau Response

The Census Bureau will provide Committee members with a sample copy of the letters sent to tribal governments and Alaska Native villages.

Recommendation 12: Tribal Liaison Materials

"The Census Bureau should provide to the Committee members copies of the materials developed for the Tribal Liaison Program."

Census Bureau Response

The Census Bureau will provide Committee members with copies of these materials when they are produced. The materials are presently in the planning stage.

Recommendation 13: Alaska Native Regional Corporations

"The Census Bureau should work closely with the nonprofit Alaska Native regional corporations on 1990 census activities."

Census Bureau Response

The Census Bureau, through its Seattle Regional Office and headquarters staff, is working with the nonprofit Alaska Native Regional Corporations on plans for 1990 census activities in Alaska. We plan to continue this relationship for our mutual benefit.

Recommendation 14: Alaska Focus Groups

"The Census Bureau's focus group agenda for Alaska Natives should include discussion on the implementation of the Village Liaison Program."

Census Bureau Response

The Census Bureau recognizes the need for further discussion on the Village Liaison Program with Alaska Native officials and organizations. The focus group sessions, however, would not be appropriate since the sessions are designed primarily to obtain reactions to the race and Spanish-origin questions. We, instead, will include the Village Liaison Program as an agenda item on the 1990 Census American Indian and Alaska Native Regional Meetings scheduled for 1988 and for other census meetings with Alaska Native officials and organizations.

Recommendation 15: Alaska Enumeration Plan

"The Census Bureau should send the 1990 census Alaska enumeration plan to the nonprofit Alaska Native regional corporations so that comments can be sent to Carl Jack or so that the nonprofits can be prepared to discuss the enumeration plan at the June meeting of state wide organizations."

Census Bureau Response

We provided the 1990 enumeration plan for Alaska to Mr. Carl Jack who distributed copies to the nonprofit Alaska Native Regional Corporations.

Recommendation 16: Undercount Behavioral Research Program

"The American Indian and Alaska Native Committee should have input on the direction of the Undercount Behavioral Research Program before final decisions are made on research projects."

Census Bureau Response

The Census Bureau is still developing the specifics of this program to conduct research on the barriers to enumerating American Indians and Alaska Natives, Black people (especially men), undocumented residents, Asians and Pacific Islanders, and the homeless. The Committee will have an opportunity to discuss the program at the October 29-30, 1987 meeting.

Recommendation 17: Undercount Behavioral Research Program

"The Census Bureau's Undercount Behavioral Research Program should include research on American Indians and Alaska Natives in urban areas, in reservation areas, and in Alaska Native villages."

Census Bureau Response

The Census Bureau is still developing the specifics of this program to conduct research on the barriers to enumerating American Indians and Alaska Natives. The Committee will have an opportunity to discuss the program at the October 29-30, 1987 meeting.

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I hereby certify that the above minutes represent an accurate record of the proceedings of the meeting held by the Census Advisory Committees of the American Indian and Alaska Native, Asian and Pacific Islander, Black, and Hispanic Populations for the 1990 Census on October 29 and 30, 1987.

Eddie Leon Tullis, Chairperson (AIAN)

Charles P. Wang, Chairperson (API)

Gilbert G. White, Chairperson (BLK)

Leobardo F. Estrada, Chairperson (HISP)

Appendix 1.

UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233
OFFICE OF THE DIRECTOR

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RECOMMENDATIONS OF THE
CENSUS ADVISORY COMMITTEE ON THE AMERICAN INDIAN
AND ALASKA NATIVE POPULATIONS FOR THE 1990 CENSUS
MADE AS A RESULT OF THE MEETING ON OCTOBER 29-30, 1987

The Census Advisory Committee on the American Indian and Alaska Native Populations for the 1990 Census made the following recommendations to the Director, Bureau of the Census. Comments showing the response and action taken or to be taken by the Census Bureau accompany each recommendation.

Recommendation 1: Regional Outreach and Promotional Efforts

"The Census Bureau should immediately develop a written initiative for distribution to all regional offices and personnel that will ensure a high profile for outreach and promotional efforts targeted specifically towards both the urban and rural (off reservation) American Indian and Alaska Native populations. Such initiative should include, but not be dependent upon the Research and Experimentation (REX) Program."

Census Bureau Response

Written initiatives now exist to ensure a high profile for outreach and promotional efforts for the American Indian and Alaska Native populations, including responsibilities at both the headquarters and regional levels. They are defined in various components of the overall outreach programs, such as Headstart, Census Education Project, and Tribal Liaison Program. We agree that one document identifying our outreach plans and responsibilities for the American Indian and Alaska Native populations living inside and outside defined American Indian and Alaska Native geographic areas would be useful. We plan to produce such a document by fall 1988.

Recommendation 2: Job Recruitment

"The Census Bureau should work with the Department of Labor to sign an agreement or Memorandum of Understanding for using the employment and training programs authorized by Job Training Partnership Act (JTPA) for census job recruitment. This agreement should include a waiver of program requirements and that the hiring of a person through the JTPA would count as a program placement."

Census Bureau Response

Based on discussions with the Departments of Labor and Health and Human Services during our preparation for the 1980 census, we anticipate resistance to the legislative

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exemptions necessary for the innovative use of programs such as JTPA. Further, there is sufficient latitude in earnings limitations for welfare and social security recipients for them to work the enumerator phase of the census without jeopardizing benefit payments. For these reasons, the Census Bureau has decided not to pursue the necessary legislative exemptions.

Recommendations 3: Sample Size for Reservations

"The Census Bureau provide the number of reservations by region and state falling into the 1-in-2 sample rate."

Census Bureau Response

We will provide the number of reservations by region and state falling into the 1-in-2 sample.

Recommendation 4: Activities of Indian Liaison

"The Census Bureau Indian contact provide a summary report at the next advisory committee meeting on their activities since their appointment."

Census Bureau Response

The Census Bureau will provide a summary report from the Census Bureau Indian Liaison Office.

Recommendation 5: Reaffirmation of Commitment by Census Bureau

"The Census Bureau should reaffirm their commitment in consulting with the advisory committee members on major decisions affecting the American Indian and Alaska Native Programs within the Census Bureau."

Census Bureau Response

The Census Bureau has proactively pursued the establishment of a Census Advisory Committee on the American Indian and Alaska Native Populations since the mid-1970s. We reaffirm our commitment to discuss all major issues before decisions are reached to the extent feasible with the Advisory Committee members based on a belief that an organized and continuing channel of communication between the Census Bureau and these populations is of benefit to both parties in planning and implementing a decennial census.

I hereby certify that the above minutes represent an accurate record of the proceedings of the meeting held by the Census Advisory Committees of the American Indian and Alaska Native, Asian and Pacific Islander, Black, and Hispanic Populations for the 1990 Census on April 21 and 22, 1988.

Eddie Leon Tullis, Chairperson (AIAN)

Charles P. Wang, Chairperson (API)

Lillian W. Lazenberry, Acting Chairperson (BLK)

Leobardo F. Estrada, Chairperson (HISP)

Appendix 1

UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233
OFFICE OF THE DIRECTOR

RECOMMENDATIONS ON THE
CENSUS ADVISORY COMMITTEE ON THE
AMERICAN INDIAN AND ALASKA NATIVE POPULATIONS FOR THE 1990 CENSUS
MADE AS A RESULT OF THE MEETING ON APRIL 21-22, 1988

Recommendation 1

Evaluation of Coverage

"Recommends that the Census Bureau provide a large enough sample of reservation and urban Indian populations to ensure adequate sample on reservations and rural and urban areas."

Census Bureau Response

The Census Bureau will investigate ways to produce estimates of coverage for American Indian reservations and Alaska Native villages as part of the Post-Enumeration Survey. Because of the dispersed nature of the population living in nonreservation rural areas and especially those living in urban areas, we do not believe we can produce reliable estimates of coverage for these groups.

Recommendation 2

Job Recruitment

"The Census Bureau should use the Department of Labor more efficiently. The Census Bureau should use the Indian JTPA program operators as recruiters at the local urban and reservation level for job availability at the Census Bureau."

Census Bureau Response

Following the Committee's recent meeting, Dr. Gregory Frazier provided the Census Bureau with a list of approximately 190 JTPA agencies. We distributed this comprehensive listing to each regional office as a recruiting resource for the 1990 census.

Recommendation 3

Behavioral Research Project

"Members of the American Indian and Alaska Native Census Advisory Committee should observe the anthropological undercount behavioral research project being conducted in the 1988 test census of St. Louis within the next 30 to 60 days."

Census Bureau Response

The Census Bureau has arranged for two members of this Committee to meet during August with the researcher and his collaborators in St. Louis.

Recommendation 4

Off-Reservation Rural and Urban Outreach and Promotional Efforts

"The Census Bureau should, within the next 30 days, prepare an initiative specifically targeted at off-reservation urban and rural American Indians and Alaska Natives for outreach and promotional efforts. This initiative should be exclusive of generic Bureau of the Census efforts now in place in that such emphasis on reservations populations constitute a minority of our overall American Indian and Alaska Native populations. The developed written initiatives for outreach and recruitment should be distributed to all regional offices and personnel within 60 days."

Census Bureau Response

The Census Bureau shares this Committee's concern for counting off-reservation urban and rural American Indians and Alaska Natives and will develop special outreach efforts for this group just as we will develop for urban and rural Blacks, Hispanics, and others. A specific initiative will take longer than 30 days to develop, but we will immediately undertake the following activities at the regional office level:

--Regions will call organizations such as American Indian Urban Centers, State commissions on Indian Affairs, and any others that service or have contact with urban and rural off-reservation American Indians and Alaska Natives.

--Regions will contact these organizations and other sources to request assistance in identifying other like organizations.

--Once identified, we will send the revised pamphlet, "1990 Census Program for American Indians and Alaska Natives" to all these organizations.

The first step will begin by September of this year. We will include these organizations in community network meetings to help us develop effective outreach strategies for their specific community. We also welcome specific suggestions by the Committee that we might include in the initiative. We will prepare an initiative and will report on our activities to date at the next Committee meeting.

Recommendation 5

Promotional Materials

"The Census Bureau should use the Tribal Governments and companies of the American Indian and Alaska Native populations in the development of all promotional materials."

Census Bureau Response

The 1990 Census Promotion Office will use American Indian and Alaska Native sources in the development of promotional materials.

Recommendation 6

Supplementary Questionnaire

"The Census Bureau should plan and implement a follow-up survey using a supplementary questionnaire."

Census Bureau Response

At the request of Congress, the Census Bureau developed a preliminary proposal for a 1991 follow-on survey of American Indian and Alaska Native areas. As part of the preliminary proposal, the Census Bureau will meet with Federal agency representatives this summer to review recommendations for questionnaire content. We will prepare a report summarizing the results of these meetings and will provide the information to the Committee. We have no plans to conduct a follow-on survey using this supplementary questionnaire as part of the 1990 census program.

Recommendation 7

Race Question

"The Census Bureau should not use a race question that would negatively affect our population's census count or result in unreliable data."

Census Bureau Response

The Census Bureau's major objectives for the 1990 census race question are to meet increased data requirements and improve the quality of the race data for all groups. We developed the means of achieving the objectives over a 7-year period involving meetings with individuals, organizations, and government agencies, in addition to a research and testing program. It is the judgment of Census Bureau professionals that we will obtain the most accurate and reliable data in 1990 from the new race question.

Recommendation 8

State-Recognized Tribal Government

"The Census Bureau provide to the Committee within 15 days the list of 48 state-recognized tribal governments. The Advisory Committee members will provide to the Census Bureau any objections to the list within 30 days. The Census Bureau should discuss at the next meeting the criteria used to compile the list of state-recognized tribes. The liaisons for the state-recognized entities should be designated as Indian community liaisons rather than tribal liaisons."

Census Bureau Response

The report provided to the Committee members at the April meeting stated that there were 48 state-recognized tribal governments, without a land base, that were not sent the Tribal Liaison Program letters. Since the meeting, the Census Bureau reviewed the list and determined there are 28 that have no land base. We will provide a list of these tribes for your information. We will include these tribes in the Tribal Liaison Program.

Recommendation 9

Tribal Liaison Program

"The Census Bureau will provide a status report on the Tribal Liaison Program that should include planned activities and training by the next meeting."

Census Bureau Response

The Census Bureau will furnish each Committee member with a written status report on Tribal Liaison Program activities and training before the next meeting.

Recommendation 10

Sampling

"We recommend the sample size for all reservations fall into the 1-in-2 sample rate; the sampling for Indians in urban areas should not be greater than the sampling in the 1980 census."

Census Bureau Response

The Census Bureau currently is completing plans for the 1990 census sample. We are planning to treat American Indian reservations and Alaska Native villages in the same fashion as all other governmental units. Thus, we will

sample small reservations at a higher rate compared to large reservations. The sampling rate for American Indians, Eskimos, and Aleuts not on reservations will be the same as that for general population.

Recommendation 11

Rural and Reservation Study

"The Census Bureau should include in the study being done in Yakima Valley, a study of rural and reservation Indians also."

Census Bureau Response

Negotiations are underway for a coverage study on the Colville Reservation. The Census Bureau will carry out this research, to be sponsored by the Washington State University at Pullman, if the tribal council gives consent. We have had to select locations outside of the Yakima Valley for our studies of the undercount of migrant workers and Indians, because Yakima County is not in the 1988 test census area.

Recommendation 12

Affirmative Action Plan

"The Census Bureau should hire more American Indians and Alaska Natives as Census Community Awareness Specialists in the regional offices. The Committee requests ongoing communication with the Regional Census Office in the areas where they reside. We request copies of the 5 year affirmative action plan be mailed to the Committee members."

Census Bureau Response

The Census Bureau currently employs six American Indians and two Alaska Natives as Census Community Awareness Specialists (CCASs) in our regional offices. Program staffing is far from complete, however, and we welcome the referral of candidates by Committee members. Committee members may direct CCAS candidate referrals to the appropriate regional director.

We agree that a continuing dialogue between Committee members and regional staff is beneficial. Following the Committee's recent meeting, we again encouraged this sort of communication and will continue to do so.

We currently are reviewing the 5-year Affirmative Action Plan and the comparable document covering our 12 regional offices. We will provide the Committee with copies before the next meeting.

Recommendation 13

Vacancies Be Filled

"The vacant positions in the Outreach Coordination Branch and Census Awareness and Products Staff at the Census Bureau should be filled immediately. A person should be hired immediately in the Census Promotion Office."

Census Bureau Response

The Census Bureau posted and distributed a formal vacancy announcement to fill the position in the Outreach Coordination Branch. We now are reviewing applications and plan to fill the position soon.

We recently issued a formal vacancy announcement seeking a Census Awareness and Products Staff person to work with American Indian and Alaska Native issues on the Field Division headquarters staff.

The Census Promotion Office has hired a senior census promotion specialist to work on American Indian and Alaska Native issues and continues to search out other communications specialists.

Recommendation 14

Operational Plan for Alaska, Study on American Indians and Data for Redistricting

"The Census Bureau will provide a report on the operational part of the Alaska plan, the St. Louis study on American Indians, and the small area data for state redistricting by the next Committee meeting."

Census Bureau Response

For the fall Census Advisory Committee meeting, the Census Bureau will provide reports on the plans for enumerating Alaska in 1990, the status of the St. Louis study on American Indians, and the small-area/redistricting data program.

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I hereby certify that the above minutes represent an accurate record of the proceedings of the meeting held by the Census Advisory Committees of the American Indian and Alaska Native, Asian and Pacific Islander, Black, and Hispanic Populations for the 1990 Census on October 20 and 21, 1988.

Rachel A. Joseph, Chairperson (AIAN)

Charles P. Wong, Chairperson (API)

Milton Bins, Chairperson (BLK)

Roland Alum, Chairperson (HISP)

UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233

OFFICE OF THE DIRECTOR

RECOMMENDATIONS OF THE
CENSUS ADVISORY COMMITTEE ON THE
AMERICAN INDIAN AND ALASKA NATIVE POPULATIONS FOR THE 1990 CENSUS
MADE AS A RESULT OF THE MEETING ON OCTOBER 20-21, 1988

Recommendation 1

The Department of Labor Indian JTPA Program Initiative

"Recommends the Bureau of Census should initiate an outreach and recruitment effort for employees in the 1990 Census by contacting the Assistant Secretary for Employment and Training, U.S. Department of Labor, to ensure the utilization of the Indian and Alaska Native JTPA programs as local personnel recruitment agents."

Census Bureau Response

In response to a recommendation made by the American Indian and Alaska Native Committee at the April 1988 meeting, the Census Bureau sent a list of the American Indian and Alaska Native Job Training Partnership Act (JTPA) offices nationwide to the Census Bureau's regional census centers (RCCs). The RCCs use this list for outreach and recruiting purposes in the American Indian and Alaska Native communities. We will ask the Tribal Liaisons and Alaska Native Village Liaisons to work with the JTPA staff to promote census employment opportunities. We will initiate a cooperative working agreement with the Assistant Secretary of Employment and Training, U.S. Department of Labor, confirming our cooperative efforts on an agency-to-agency level. We will send a copy of the letter to Committee members.

Recommendation 2

Behavioral Research Project on Colville Reservation

"The Committee recommends that a Committee member observe the Behavioral Research Project on the Colville Reservation."

Census Bureau Response

The field work phase of the Colville study is nearly complete. The Census Bureau arranged for members of the Committee to discuss the study with the researcher and with particular families who participated in the research. The Committee members met with the researcher on January 31, and they will report back to the Committee at the next meeting.

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Recommendation 3

Behavioral Research Program

"The Committee recommends that the Behavioral Research Program be ongoing and expanded to include more American Indian and Alaska Native communities, including urban, rural, and reservation areas. Also, Committee members observe these projects and finally the research results be given to Committee members."

Census Bureau Response

The Census Bureau appreciates the Committee's interest that the Behavioral Research Program be a continuing and expanded program to include more American Indian and Alaska Native communities and reservation areas. The Behavioral Research Program is a continuing effort that covers several reservation populations. The degree of expansion will depend on the availability of funds. As proposed projects are approved regarding the American Indian and Alaska Native populations, the Census Bureau will share its plans with the Committee for member(s) to observe. We will share the research results of all undercount projects concerned with the American Indian and Alaska Native populations as soon as they are cleared for distribution.

Recommendation 4

American Indian and Alaska Native Advertising Council

"If an American Indian and Alaska Native company is not found to work with the Advertising Council by November 1988, the Census Bureau should contract with or hire as consultants, American Indian or Alaska Native individuals, or Tribal government communication departments to develop the American Indian and Alaska Native materials."

Census Bureau Response

The Advertising Council was not successful in obtaining an American Indian and Alaska Native volunteer advertising agency to develop a national campaign. The Census Promotion Office has entered into a cooperative agreement with the Institute of American Indian and Alaska Native Culture and Arts Development in Santa Fe. We are exploring opportunities with the Institute to assist in the development of American Indian and Alaska Native materials.

Recommendation 5

Supplementary Questionnaire

"Census Bureau submit supplementary questionnaire proposal back to the Congressional Offices who requested the proposal. Census Bureau request adequate funding to fully implement the proposal."

Census Bureau Response

Should any of the members of the Appropriations Committee or any other Congressional committee ask for the proposal and/or the draft questionnaire, we would provide them with copies. As reported at the October 1988 meeting, we will not ask for funding for the supplementary questionnaire.

Recommendation 6

Test New Race Question

"The Committee requests the Census Bureau test the new race question."

Census Bureau Response

The Census Bureau decided to use a race question that includes check boxes for nine Asian and Pacific Islander groups and a residual "Other API" category with provision for a write-in entry. The "Other API" category shares the write-in space with the category "Other race." There is a separate write-in space for American Indian persons to report their enrolled or principal tribe.

We fully understand the Committee's concern about obtaining high-quality data from the 1990 census race question. We did not have time to conduct a full test of the race question before sending the 1990 census questionnaire to the printing contractor. We will conduct a test of the race question to detect any potential problems in the reporting of race in the write-in box for the American Indian category as well as the shared write-in box for "Other API" and "Other race." We will let the Committee members know the results of the test through the most expedient channel.

We also plan to institute a limited review/edit operation of write-in entries before the tabulation of the 100-percent data on race. We are designing this operation to identify and

correct any concentrations of misreporting, including write-in entries of Haitian, Nigerian, or American Indian tribe in the "Other race" category. We will use information from the test to plan an effective operation.

Our assessment is that the race question with this special review, along with the cooperation and support of the public, should provide high-quality data from the 1990 census.

Recommendation 7

Tribal Liaison Program for Nonfederally Recognized Groups

"The Tribal Liaison Program be implemented for only federally recognized tribes listed in the Federal Register. The non-federally recognized groups be called community liaisons. The list of state recognized tribes from the letters to the governor be provided to the Committee. The Committee has an opportunity to question groups on the list."

Census Bureau Response

The Census Bureau is committed to working with all recognized tribes (Federal or state tribes) through the Tribal Liaison and Village Programs to educate their respective members about the importance of the census and solicit their participation.

The Census Bureau obtained the list of federally recognized tribes from the Bureau of Indian Affairs (BIA), which is the only agency authorized to certify a tribe as a federally recognized tribe. To identify state-recognized tribes, we recently contacted the governors of each state to obtain the list of all tribes recognized by the states. We will use the updated list as the list of state-recognized tribes for the 1990 census. We will provide the complete list to the Committee.

We also compiled a list of Alaska Native Villages based on information provided by the BIA and the Bureau of Land Management. We sent the list to the Alaska Native Regional Corporations for review. We used the resulting list to invite the leaders of the Alaska Native Villages to participate in the Village Liaison Program, which is similar in design and objective to the Tribal Liaison Program.

Recommendation 8

Budget Cuts of Community Awareness Staff in American Indian and Alaska Native Communities

"The Committee recommends positive priority consideration be given to American Indian and Alaska Native Census Community awareness positions when the Census Bureau reviews the FY89 budget cuts."

Census Bureau Response

The Census Bureau appreciates the Committee's concern about the proposed budget cuts and the effect on staffing of Census Community Awareness Specialists. We will carefully assess regional needs on a case-by-case basis. To the extent possible, we will hire Census Community Awareness Specialists that are representative of the communities they will service. In all cases, the specialists will be sensitive to the various population groups.

Recommendation 9

Indian Health Service

"The Census Bureau contact Indian Health Service (IHS) to learn about the survey to determine blood quantum for IHS services and how it might affect the census."

Census Bureau Response

The Census Bureau contacted IHS regarding the use of a question on blood quantum in their surveys. The IHS does not use blood quantum as a question in any of their surveys.

Recommendation 10

Census Projects

"Standing Rock and Wind River Tribal representatives give a report at the next meeting on their census projects."

Census Bureau Response

The Census Bureau will arrange for representatives from the Standing Rock and Wind River reservations to give a report at the next Committee meeting.

Recommendation 11

Outreach With National American Indian Organizations

"The Census Bureau develop a plan for a special outreach and promotional day at the 1989 National Conventions of National Congress of American Indians, National Indian Education Association, National Indian Health Boards, and other important national or regional conferences."

Census Bureau Response

The National Services Program is responsible for the Census Bureau's official liaison with minority-oriented national organizations. We will work with the staff of American Indian and Alaska Native organizations and others to develop a plan for a special promotional day for census activities. The approval for a special outreach effort is dependent upon agreement of the individual national organizations.

Recommendation 12

Observe Cultural Sensitivity Training

"Members of the American Indian and Alaska Native Census Advisory Committee should observe at least two cultural sensitivity training sessions and report on the AI content/ resources utilized in the training session."

Census Bureau Response

The Census Bureau has contacted the RCCs requesting the American Indian and Alaska Native Committee members be invited to observe cultural awareness sensitivity training. The RCCs have coordinated the observation of the Committee members with their staff training plans. We base training sessions on duty dates of new Census Awareness and Products Program staff. The Committee members will give a report of their observations at the next meeting.

Recommendation 13

Effect of Budget Cuts on American Indian/Alaska Native Programs

"The Census Bureau provide a report on how the budget cuts will impact American Indian and Alaska Native programs. For example, will the budget cuts affect the implementation of the Tribal and Alaska Native Village Liaisons Program?"

Census Bureau Response

The Census Bureau will continue to implement the Tribal Liaison Program and the Alaska Native Village Liaison Program in tribal and village areas across the United States as planned. Contact between census staff and the tribes and villages will continue although the proposed cuts could affect the frequency of personal contact. The other American Indian and Alaska Native initiatives will proceed as planned. These include completion of Regional Indian Meetings, all proposed data products, and all publicity and promotional materials.

Recommendation 14

American Indian Information Center

"The Census Bureau conduct a feasibility study for an American Indian Information Center, considering such factors as costs, services, and staffing needs."

Census Bureau Response

Currently, the Census Bureau is implementing a pilot program that is a joint data access and dissemination project known as the National Services Information Center Program with a nationally based, minority-oriented nonprofit organization, the National Urban League. Evaluation of the 2-year pilot phase will determine the advisability of expanding the Information Center Program. Based upon the evaluation, the Census Bureau would announce plans for expansion of the program and invite proposals from qualified organizations during fiscal year 1990. The Census Bureau will investigate the feasibility of including an American Indian/Alaska Native Information Center.

QUESTION:

As you know, the Navajo Nation is one example of a serious enumerations problem. A large part of the population lives in extremely rural areas with sporadic mail, no telephones, and very hard to locate dwellings. This situation makes a mail-out/mail-back process impossible and a list/enumerate process very difficult. What specific steps are you taking to find all of the people who live on the reservation that cannot be reached by either of the conventional methods?

ANSWER:

No part of the Navajo Reservation will be enumerated by the mail-out/mail-back method. Instead all areas will be the list/enumerate method. We believe this method will result in a complete census despite the difficult terrain and other problems you mention. This is because a number of steps have been taken since the last census to improve the coverage of dwelling units on the Reservation and the Trust land.

First, we have improved the training used to teach enumerators the techniques of reading maps and canvassing the areas assigned to them. Next, we will reduce the size of the areas assigned to each enumerator. This will give them more time to thoroughly canvass all roads and trails within their assigned areas. In addition, because of the remoteness and difficulty of travel in some areas on the Reservation, the smaller assigned area will be less intimidating to the new enumerator. We have also purchased aerial photographs of most areas of the Reservation. These photographs, together with our improved maps of the Reservation which are a result of working with the Navajo tribal government and the new computer based mapping system called TIGER, will make the enumerator's task of finding all dwelling units in the area assigned to them easier. Another improvement is that we will reduce the number of Enumerators each Crew Leader (supervisor of Enumerators) will be responsible for. We believe these procedures will improve the coverage of the 1990 Census on the Navajo Reservation and Trust Lands.

We are also very encouraged by the numerous promotion and outreach activities both the Census Bureau and the Navajo Nation have accomplished and will continue to accomplish. We have a very active Census Community Awareness Specialist working in Window Rock and throughout the Reservation. He is very ambitious and active and has contacted many leaders throughout the Reservation to promote the Census. In addition he has conducted a series of Network Meetings across the Reservation which were very well attended. These meetings describe the Census procedure and its importance to Navajo people. The officially designated Tribal Liaison, who is also the Tribal Demographer, also is very active. He has organized a Steering Committee made up of representatives of all Divisions of the Navajo government. This committee meets each month to plan strategies to promote the

census among Navajo residents. The Tribal Council heard a presentation by the Denver Regional Director on the plans and importance of the census to the Navajo Nation. Interim Chairman Haskie will soon appoint a Complete Count Committee from among members of the Tribal Council to promote the upcoming census. At the recent Navajo Fair, an annual event, sponsored by the Navajo Tribe, the Regional Director and Census Community Awareness Specialist rode on a Census float in the parade which was observed by thousands of Navajo people. Following the parade they attended a VIP reception and promoted the Census among those present.

In summary, we believe we have improved the plans for enumeration of the Navajo Reservation since 1980 which will result in more complete coverage of units and people in 1990. In addition, the promotion and outreach efforts, also greatly improved since 1980, will produce a much more aware citizenry who will participate in the census at a greater rate than in the past.

QUESTION:

Are there any specific plans for special awareness programs that would focus on radio ads on the Navajo radio stations?

What about other tribes--are there any plans for special promotions in other Native American languages?

ANSWER:

Through our cooperative agreement with the Institute of American Indian Arts, they plan to produce radio scripts and public service announcements. These would be in English but can be translated, as appropriate, at the local level. Through our American Indian Tribal and Alaska Native Village liaison programs we encourage local initiative to design promotion and outreach programs that will be most effective in the particular reservation or village. These programs may include native-language radio messages.

QUESTION:

Will all the enumerators hired to work on Indian reservations be able to speak the language?

ANSWER:

The Census Bureau plans on hiring indigenous people in the areas we are enumerating. Through our recruitment efforts we hope to attract people with the local language skills that could be hired as enumerators. If we are unable to hire enumerators with local language skills and determine we need these language people to successfully complete the enumeration of the reservation, we will then identify translators to help our enumerators to complete their assignments.

QUESTION:

For the record, would you please supply us with the tribal liaisons who have been appointed so far?

ANSWER:

See attached list.

AMERICAN INDIAN TRIBES

San Francisco Regional Office

STATE	CODE	TRIBE
CA:	0095	Alturas Rancheria of Pit River Indians *
	0260	Berry Creek Rancheria of Maidu Indians * Kathy Frazier
	0240	Big Lagoon Rancheria of Smith River Indians * Virgil Moorehead
	0265	Big Sandy Rancheria of Mono Indians * Iliene Cape
	0555	Cedarville Rancheria of Northern Paiute Indians * Andrew Phoenix
	0720	Cold Springs Rancheria of Mono Indians *Elizabeth Marquez
	0750	Colusa Rancheria. (A/K/A Cachil Dehe Band of Wintun Indians) *
	0780	Cortina Indian Rancheria of Wintun Indians * Karen Floves
	0825	Coyote Valley Band of Pomo Indians * Pricilla Hunter
	0955	Dry Creek Rancheria of Pomo Indians * Stanley Cardova
	1055	Enterprise Rancheria of Maidu Indians * Michael Smith
	1170	Fort Bidwell Indian Community of Paiute Indians: Fort Bidwell Res. *Juanita McGowan
	1395	Grindstone Indian Rancheria of Wintun-Wailaki * Leora Burrows
	1490	Hoopa Valley Tribe: Hoopa Valley Res. * Tracy Placido
	1515	Hopland Band of Pomo Indians: Hopeland Rancheria * Matthew Billy
	1640	Jackson Rancheria of Me-Wuk Indians *
	1750	Karuk Tribe of California *
	1925	Laytonville Rancheria * Clifford Sloan
	2100	Manchester Band of Pomo Indians: Manchester-Point Arena Rancheria * Daniel Atchison
	2255	Middletown Rancheria of Pomo Indians *
	2835	Pit River Tribe *

0215 Big Bend Rancheria
*
1980 Lookout Rancheria
*
2330 Montgomery Creek Rancheria
*
3185 Roaring Creek Rancheria
*
4680 XL Ranch
*
3145 Resighini Rancheria
* Kathy Dowd
3195 Robinson Rancheria of Pomo Indians
* Stephanie Hansen
3250 Round Valley Reservation
3251
* Michael Lincoln
3265 Rumsey Indian Rancheria of Wintun Indians
* Paula Cook
3250 Santa Rosa Band of Cahuilla Mission Indians: Santa Rosa Res.
* Ollie Atwell
3720 Sheep Ranch Rancheria of Me-Wuk Indians
*
3735 Sherwood Valley Rancheria of Pomo Indians
*
3750 Shingle Springs Band of Miwok Indians: Shingle Springs Rancheria (Verona Tract)
*
3985 Stewarts Point Rancheria
*
4030 Sulphur Bank Rancheria
*
4060 Susanville Indian Rancheria of Paiute, Maidu, Pit River and Washoe Indians
* Patti Tobin
4095 Table Bluff Rancheria of Wiyot Indians
*
4110 Table Mountain Rancheria
* LeAnn Smith
4275 Trinidad Rancheria
* Debbie Rindell
4300 Tule River Indian Tribe
* Nicola Larsen
4330 Toulumne Me-Wuk Band of Me-Wuk Indians
*
4430 Upper Lake Band of Pomo Indians: Upper Lake Rancheria
*

AMERICAN INDIAN TRIBES

Los Angeles Regional Office

STATE	CODE	TRIBE
CA:	0020	Agua Caliente Band of Cahuilla Indians: Agua Caliente Indian Res.
		* Ray Patencio
	0125	Augustine Band of Cahuilla Mission Indians: Augstine Res.
		* Frances Muncy
	0250	Big Pine Band of Owens Valley Paiute Shoshone: Big Pine Res.
		* Velma Jones
	0290	Bishop Tribal Council
		* Jean Weisenburg
	0350	Bridgeport Paiute Indian Colony
		* David Rambeau
	0415	Cabazon Band of Cahuilla Mission Indians: Cabazon Res.
		* John A. James
	0435	Cahuilla General Council
		* Lois Candelaria
	0450	Campo Band of Diegueno Mission Indians
		* Ralph Goff
	0495	Capitan Grande Band of Diegueno Misssion Indians
	0155	Barona Group: Barona Res.
		* Albert Pheonix
	4500	Viejas Group: Viejas Res.
		* Anthony Pico
	0585	Chemehuevi Indian Tribe: Chemehuevi Res.
		* Christine Walker
	0870	Cuyapaipe Community Diegueno Mission Indians: Cuyapaipe Res.
		*
	5290	Death Valley Timbi-Sha Shoshone Tribe
		*
	1195	Fort Independence Indian Community of Paiute Indians: Fort Independence Res.
		*
	1560	Inaja Band of Diegueno Mission Indians: Inaja-Cosmit Res.
		* Vice Chairperson
	1670	Jamul Indian Village
		* Jesse Taggery
	1850	La Jolla Band of Luiseno Mission Indians: La Jolla Res.
		* David Dunn

1895 La Posta Band of Diegueno Mission Indians: La Posta Res.
*

1955 Likely Rancheria
*

1995 Los Coyotes Band of Cahuilla Mission Indians: Los Coyotes Res.
* Betty LaChapa

2115 Manzanita Band of Diegueno Mission Indians: Manzanita Res.
* Frances Shaw

2190 Mesa Grande Band of Diegueno Mission Indians: Mesa Grande Res.
* Fern Southcott

2360 Morongo Band of Cahuilla Mission Indians: Morongo Res.
* Elaine Mathews

1970 Paiute-Shoshone Indians of Lone Pine Community: Lone Pine Res.
* Noreen Selberg.

2635 Pala Band of Luiseno Mission Indians: Pala Res.
* Deborah Smith

2715 Pauma Band of Luiseno Mission Indians: Pauma and Yuima Res.
* Lorena Dixon

2745 Pechanga Band of Luiseno Mission Indians: Pechanga Res.
*

3070 Ramona Band/Village of Cahuilla Mission Indians
*

3165 Rincon Band of Luiseno Mission Indians: Rincon Res.
* Angela Veldreno

3445 San Manuel Band of Serrano Mission Indians: San Manuel Res.
* Norma Manzano

3460 San Pasqual Band of Diegueno Mission Indians
* Mary C. Matteson

3525 Santa Rosa Indian Community: Santa Rosa Rancheria
*

3540 Santa Ynez Band of Chumash Mission Indians: Santa Ysabel Res.
* Reginald Pagaling

3550 Santa Ysabel Band of Diegueno Mission Indians: Santa Ysabel Res.
* Reginald Pagaling

3870 Soboba Band of Luiseno Mission Indians: Soboba Res.
*

4090 Sycuan Band of Diegueno Mission Indians
*

4255 Torres-Martinez Band of Cahuilla Mission Indians
* Christine Morreo
4375 Twenty-Nine Palms Band of Luiseno Mission Indians
*
0185 Ute Ute Gwaitu Paiute: Benton Paiute Res.
*

	3430	Pueblo of San Ildefonso
		* Annie Martinez
	3430	Pueblo of San Juan
		* Sandy Cata
	3370	Pueblo of Sandia
		* Ida Lujan
	3480	Pueblo of Santa Ana
	3481	
		* Floyd Montoya
	3495	Pueblo of Santa Clara
		* Edward Naranjo
	3585	Pueblo of Santo Domingo
		* Bennie Atencio
	4140	Pueblo of Taos
	4141	
		* Henrietta Lujan
	4170	Pueblo of Tesuque
	4171	
		* Romas Romero
	4770	Pueblo of Zia
		* Sylvia Saiz
	4785	Zuni Tribe: Zuni Res.
		Shirley Leekela
ND:	1265	Devils Lake Sioux Tribe: Devils Lake Sioux Res.
		* Peggy Cavanaugh
	1160	Fort Berthold Tribes-Mandan, Hidatsa, Arikara
		* James Bluestone
	3970	Standing Rock Sioux Tribe
		* Wilbur Red Tomahawk
	4345	Turtle Mountain Band of Chippewa Indians
	4346	
	4347	
		* Robert Lattergrass
SD:	0605	Cheyenne River Sioux Tribe: Cheyenne River Res.
		* Sharon Bad Warrior
	0855	Crow Creek Sioux Tribe: Crow Creek Res.
		* Lyle Medicine Crow
	1100	Flandreau Santee Tribe
		* Jo Ann Sundermeyer
	2030	Lower Brule Sioux Tribe: Lower Brule Res.
		* Shirley Crane
	2810	Oglala Sioux Tribe: Pine Ridge Res.
		* Joan Decker
	3235	Rosebud Sioux Tribe:Rosebud Indian Res.
	3236	
		* Carl McKenzie
	3810	Sisseton-Wahpeton Sioux Tribe: Lake Travers Res.
		* Zelma Flute

	4700	**Yankton Sioux Tribe** * Mabel Peters
UT:	0060	**Navajo Nation** * Larry Duncan
	2625	**Paiute Indian Tribe** * Corrina Bow
	3840	**Skull Valley Band of Goshute Indians** * Annette Bear
	4390	**Ute Indian Tribe: Uintah and Ouray Res.** * Cecelia Jenks
WY:	4610	**Arapahoe Tribe** * Partick Goggles
	4611	**Shoshone Tribe** * Patrick Goggles

AMERICAN INDIAN TRIBES

Denver Regional Office

STATE	CODE	TRIBE
AZ:	2130	**Ak-Chin Indian Community of Papago Indians: Maricopa, Ak-Chin Res.**
		* Elaine Peters
	0695	**Cocopah Tribe**
		* Sharon Barley
	0735	**Colorado River Indian Tribes: Colorado River Indian Res., AZ & CA**
		* Dennis Patch
	1220	**Fort McDowell Mohave-Apache Indian Community: Fort McDowell Indian Res.**
		* Ronald Dorchester
	1235	**Fort Mojave Indian Tribe**
	1236	
		* Ethel Guerrero
	1310	**Gila River Pima-Maricopa Indian Community: Gila River Indian Res.**
		* Tina Notah-Enas
	1440	**Havasupai Tribe: Havasupai Res.**
		* Rodney Class-Erickson
	1505	**Hopi Tribe**
	1506	
		* Wayne Taylor
	1545	**Hualapai Tribe: Hualapai Res.**
	1546	
		* Louise Benson
	1720	**Kaibab Band of Paiute Indians: Kiabab Indian Res.**
		* Frieda Zamora
	0060	**Navajo Tribe**
	2430	
	0480	
	3055	
		* Larry Duncan
	2680	**Pascua Yaqui Tribe**
		* Carmen Alvarez
	1280	**Quechan Tribe: Fort Yuma Indian Res.**
		* Coretha Pasqual
	3340	**Salt River Pima-Maricopa Indian Community: Salt River Res.**
		* Martha Loring
	3355	**San Carlos Apache Tribe: San Carlos Res.**
		* Hampton Haozous
	1300	**Tohono O'odham Nation**
	1301	
		* Delma Garcia
	4930	**San Xavier Band of Papago Tribe**
		* Delma Garcia

	2665	
	3605	
	1305	**Gila Bend Papago Tribe**
		* Charlotte Cipriano
	2735	**Tonto Apache Tribe**
		* Arlinda Waterman
	1140	**White Mountain Apache Tribe: Fort Apache Res.**
		* Maridie Craig
	0465	**Yavapai-Apache Indian Community: Camp Verde Res.**
		* Donna Nightpipe
	4710	**Yavapai-Prescott Tribe: Yavapai Res.**
		* Charles Pratt
CO:	3925	**Southern Ute Indian Tribe: Southern Ute Res.**
		* Nathan Winder
	4470	**Ute Mountain Tribe: Ute Mountain Res.**
		* Sonya Ketchum
NE:	2550	**Omaha Tribe**
		* Irene Parker
	3565	**Santee Sioux Tribe: Santee Res.**
		* Diane LaPointe
	4625	**Winnebago Tribe**
		* Donna Vandall
NM:	1700	**Jicarilla Apache Tribe: Jicarilla Apache Indian Res.**
		* Arnold Cassador
	0060	**Navajo Tribe**
		* Larry Duncan
	2205	**Mescalero Apache Tribe: Mescalero Res.**
		* Sara Misquez
	0010	**Pueblo of Acoma**
	0011	
		* Gwen Garcia
	0680	**Pueblo of Cohciti**
		* Gertrude Lovato
	1625	**Pueblo of Isleta**
		* Claudina Anzara
	1685	**Pueblo of Jemez**
		* Joyce Gachupin
	1840	**Pueblo of Laguna**
	1841	
		* Josephine Lucero
	2400	**Pueblo of Nambe**
	2401	
		* Doris Vigil
	2785	**Pueblo of Picuris**
		* Rena Pyne
	2880	**Pueblo of Pojoaque**
		* Josefina Viarrial
	3400	**Pueblo of San Felipe**
		* Doris Sandoval

1210 **Fort McDermitt Paiute and Shoshone Tribes: Fort McDermitt Indian Res.**
* Florence Sam

1915 **Las Vegas Tribe of Paiute Indians: Las Vegas Colony**
* Brenda Blossum

2015 **Lovelock Paiute Tribe: Lovelock Indian Colony**
* Jane Harrawa

2315 **Moapa Band of Paiute Indians: Moapa River Indian Res.**
* Agnes Boggess

1070 **Paiute -Shoshone Tribe: Fallon Res. and Colony**
* Kathy Dixon

3010 **Pyramid Lake Paiute Tribe: Pyramid Lake Res.**
* Alvin James

3130 **Reno-Sparks Indian Colony**
* Marlene Coffey

0965 **Shoshone-Paiute Tribes: Duck Valley Res.**
* Laura Hull

5010 **Southfork Indian Colony**
* Larson Bill

4045 **Summit Lake Paiute Tribe**
* Rodney Glursman

4575 **Te-Moak Tribe of Western Shoshone Indians**
* Toni Villabbos

4515 **Walker River Paiute Tribe: Walker River Res.**
* Collen Sides

4560 **Washoe Tribe: Washoe Rancheria**
* Lynda Shoshone

5040 **Carson Colony**
* Lynda Shoshone

0940 **Dresslerville Rancheria**
* Lynda Shoshone

4635 **Winnemuca Indian Colony**
* Ref: BIA

4725 **Yerington Paiute Tribe: Yerington Colony and Campbell Ranch**
* Reva Hamilton

4740 **Yomba Shoshone Tribe: Yomba Res.**
* Violet Hooper

OR: 0400 **Burns Paiute Indian Colony**
0401
* Ervin Peck

0815 **Cow Creek Band of Umpquas Indians**
* Loudla Michaels

5060 **Confederated Tribes of the Coos, Lower Umpqua & Siuslaw Indians**
* Bill Brainaro

1365 **Confederated Tribes of the Grand Ronde Community**
* Margo George

3795 **Confederated Tribes of the Siletz Reservation**
* Shirley Strick

	4405	Confederated Tribes of the Umatilla Reservation
		* Laura Kordazley
	4545	Confederated Tribes of the Warm Springs
	4546	Reservation
		* Jeffery Sanders
	5050	Klamath Indian Tribes
		* Kathy Hill
WA:	0575	Confederated Tribes of the Chehalis Reservation
		* Richard Bellon
	0760	Confederated Tribes of the Colville Reservation
		* Violet Boyd
	4690	Confederated Tribes of the Bands of the Yakima
		Indian Nation: Yakima Res.
		* Lorintha Warwick
	1460	Hoh Indian Tribe: Hoh Indian Res.
		* Mary Kileitka
	1655	Jamestown Klallam Tribe
		* Ann Seiter
	1735	Kalispel Indian Community: Kalispel Res.
		(Karuk Tribe of CA)
		* Adeline Burns
	2040	Lower Elwha Tribal Community: Lower Elwah Res.
	2041	
		* Arlene Bostrom
	2070	Lummi Tribe: Lummi Res.
		* Josephine Bennett
	2085	Makah Indian Tribe: Makah Res.
	2086	
		* Clifford Johnson
	2615	Ozette Res.
		* Clifford Johnson
	2375	Muckleshoot Indian Tribe: Muckleshoot Res.
	2376	
		* Daniel Stark
	2460	Nisqually Indian Community: Nisqually Res
	2461	
		* Allen Frazier
	2475	Nooksack Tribe
	2476	
		* Pete Villa
	2910	Port Gamble Indian Community: Port Gamble Res.
		* Rick DeCoteau
	3000	Puyallup Tribe: Puyallup Res.
		* Lynn Walks-On-Top
	3030	Quileute Tribe: Quileute Res.
		* Mary Eastman
	3040	Quinault Tribe: Quinault Res.
		* Richard Wells
	3625	Sauk-Suiattle Indian Tribe
		* Lawrence Joseph
	3780	Shoalwater Bay Tribe: Shoalwater Bay Indian
		Res.
		* Melody Rosander

3825	**Skokomish Indian Tribe: Skokomish Res.**
	* Edward Bender
3940	**Spokane Tribe: Spokane Res.**
	* Joe Flett
3955	**Squaxin Island Tribe: Squaxin Island Res.**
3956	
	* Lorna Govin
4000	**Stillaguamish Tribe**
	* John Bush
2925	**Suquamish Indian Tribe: Port Madison Res.**
	* Nancy Sigo
4075	**Swinomish Indians: Swinomish Res.**
	* Robert Joe, Sr.
4290	**Tulalip Tribe: Tulalip Res.**
	* Carolyn Thornberry
4455	**Upper Skagit Indian Tribe**
	* Debbie Filbert

AMERICAN INDIAN TRIBES

Dallas Regional Office

STATE	CODE	TRIBE
MS:	2300	**Mississippi Band of Choctaw Indians**
	2301	* Cliff Saunders
LA:	0635	**Chitimacha Tribe**
		* Janet Martin
	0795	**Coushatta Tribal Council**
	0796	* Lovelin Poncho
	4315	**Tunica-Biloxi Indian Tribe**
		* Barbara St. Romain
	5340	Apache Choctaw Tribe
		* Hester Escott
	5070	Clifton Choctaw Tribe
		*
	5310	Jena Band of Choctaw Indians
		* Jerry D. Jackson
	5345	Louisiana Band of Choctaw Indians
		* Ralph Murphy
	5305	United Houma Nation
		* Kirby Berrett
TX:	0090	**Alabama and Coushatta Tribes**
		* Carol Battise
	5350	**Ysleta Del Sur Pueblo**
		* Mike Pedraza
	4755	**Tigua Tribe**
		* Liz Garcia
	5300	Texas Band of Kickapoo Indians
		* Raul Garza

AMERICAN INDIAN TRIBES

Seattle Regional Office

STATE	CODE	TRIBE
AK:	0110	Metlaktla Indian Community
		* Rose Nelson
ID:	0705	Coeur D'Alene Tribe: Coeur D'Alene Res.
	0706	
		* Norma Peone
	1800	Kootenai Tribe
		* Velma A. Babe
	2445	Nez Perce Tribe
		* Donna Powaukee
	1185	Shoshone-Bannock Tribes: Fort Hall Res.
	1186	
		* William Edmo
	5000	Northwestern Band of Shoshone
		* Wilma Amboh
MT:	1250	Assiniboine & Sioux Tribes: Fort Peck Res.
		* Lillian Christian
	0305	Blackfeet Tribe: Blackfeet Indian Res.
		* Edward Aubert
	3205	Chippewa-Cree Tribe: Rocky Boy Res.
	3206	
		* Ronnie Henry
	0845	Crow Tribe
	0846	
	4975	
		* Dorothy Aragon
	2490	Northern Cheyenne Tribe: Northern Cheyenne Res.
	2491	
	4975	
		* Joanne Sooktis
	1110	Confederated Salish & Kootenai Tribes
		* Velda Shelby
	1150	Fort Belknap Indian Community: Fort Belknap
	1151	Res.
		* Loren Stirrarm
NV:	5020	Battle Mountain Indian Colony
		* Lavona Johnson
	0975	Duckwater Shoshone Tribe: Duckwater Res.
		* Anita Davis
	1040	Ely Indian Colony
		* Sally Marques
	5030	Elko Indian Colony
		* Patricia Knight

AMERICAN INDIAN TRIBES

Charlotte Regional Office

STATE	CODE	TRIBE
SC:	0525	Catawba Indian Tribe * Carson Blue
NC:	0990	**Eastern Band of Cherokee Indians** * Larry Callicut
	5530	Coharie Intra-Tribal Council * Jane Jacobs
	5500	Haliwa Saponi Tribe, Inc. * Linda C. Mills
	5525	Lumbee Tribe * Marilyn Locklear
	5520	Meherin Indian Tribe * Calvin S. Hall
	5540	Tuscarora Tribe * Robert Locklear
	5535	Waccamaw Siouan Development Association * Susan Rogers
VA:	5545	Chicahominy Indian Tribe, Inc. *
	5510	Eastern Chicahominy Indian Tribe * Marvin D. Bradley
	2160	Mattaponi Tribe * Ray Adams
	5505	Nansemond Indian Tribe * Earle Bass
	2650	Pamunkey Tribe * William Miles
	5515	Upper Mattiponi Tribe * Leonard F. Hall

AMERICAN INDIAN TRIBES

Atlanta Regional Office

STATE	CODE	TRIBE
AL:	2865	Poarch Band of Creek Indians
		* Vickey Vickery
	5615	Echota Cherokee Tribe
		* Tom Hutto
	5610	Cherokees of Northeastern Alabama
		* Travis Staggs
	5605	Cherokees of Southeastern Alabama
		*
	5630	MaChis Lower Creek Indian Tribe
		*
	5600	Mowa Band of Choctaw Indians
		*
	5625	Star Clan of Muskogee Creeks
		* Tommy Davenport
	5620	Holmes Valley Board of Creek Indians
		*
FL:	2240	Miccosukee Tribe of Indians
		* Florence Williams
	0225	Seminole Tribe: Dania, Big Cypress, Brighton
	0360	Res.
	1475	
	3665	
		* Pricilla Sayen
	4125	Lower Muscogee Creek Tribe
		* Neal McCormick
	5635	Florida Tribe of Eastern Creek Indians
		*

AMERICAN INDIAN TRIBES

Kansas City Regional Office

STATE	CODE	TRIBE
IA:	3280	**Sac and Fox of the Mississippi**
		* Harlan Brown
KS:	1590	**Iowa Tribe of Kansas and Nebraska**
		* Aquila Tilton
	1770	**Kickapoo Tribe of Kansas**
		* Fred Thomas
	2960	**Prairie Band of Potawatomi Indians**
		* George Wahquahboshkuk
	3285	**Sac and Fox Tribe of Missouri**
		* Kaye Hayes
MN:	2055	**Lower Sioux Indian Communtiy of Minnesota Mdewakanton Sioux Indians: Lower Soiux Res.**
		* Daniella Farmer
	2285	**Minnesota Chippewa Tribe:**
	0335	**Bois Forte Band (Nett Lake)**
		* Cody Adams
	0900	
	4485	
	1125	**Fond du Lac Band**
		* Connie DeFoe
	1355	**Grand Portage Band**
		* Kenneth Shearer
	1940	**Leech Lake Band**
		* Karen Pagel
	2270	**Mille Lacs Band**
		* Don Wedll
	3385	
	4595	**White Earth Band**
		* Ann Lavoy
	3100	**Red Lake Band of Chippewa Indians:Red Lake Res.**
		* Monte Hammitt
	3860	**Shakopee-Mdewankanton Sioux Community**
		* Sally Milroy
	4445	**Upper Sioux Indian Community: Upper Sioux Res.**
		* Juanita Echo Hawk
	2985	**Prarie Island Indian Community of Mdewakanton Sioux Indians: Prarie Island Res.**
		* Fern O. Kraushner
OK:	5110	**Absentee-Shawnee Tribe**
		* Vicki Wilson
	5115	**Alabama-Quassarte Tribal Town of Creek Nation**
		* Robert Yargee

5120	**Apache Tribe**
	* Amos Pewenofkit
5125	**Caddo Indian Tribe**
	* John Tate
5130	**Cherokee Nation**
	* Margaret Kelley
5135	**Cheyenne-Arapaho Tribes**
	* Margaret Anquoe
5140	**Chickasaw Nation**
	Kennedy Brown
5145	**Choctaw Nation**
	* Kathy Cole
5150	**Citizen Band of Potawatomi Indian Tribe**
	* Ava Deleon
5155	**Comanche Tribal Indian Tribe**
	* Zenia Anderson
5160	**Creek Nation**
	* George Tiger
5165	**Delaware Tribe of Eastern OK**
	* Sally Farley
5170	**Delaware Tribe of Western OK**
	* Bonnie Stephenson
5100	**Eastern Shawnee Tribe**
	* George Captain
5175	**Fort Sill Apache Tribe**
	* Beverly Hicks
5180	**Iowa Tribe**
	* Betty McKosato
5185	**Kaw Indian Tribe**
	* Wanda Stone
5190	**Kialegee Tribal Town of Creek Nation**
	Millie Scott
5195	**Kickapoo Tribe**
	* Quazi Alam
5200	**Kiowa Indian Tribe**
	* Joseph Sahmaunt
5205	**Miami Tribe**
	* Carolyn Bailey
5210	**Modoc Tribe**
	* Mary Lembcke
2595	**Osage Tribe**
	Diana Allred
5220	**Ottawa Tribe**
	* Betty Owens
5215	**Otoe-Missouria Tribe**
	* Lorraine Segwisie
5225	**Pawnee Indian Tribe**
	* Lawrence Goodfox
5230	**Peoria Tribe**
	* Mary Lembcke
5235	**Ponca Tribe of Indians**
	* Vanessa Wilson
5240	**Quapaw Tribe**
	* Henry Ellick

5245 **Sac and Fox Tribe of OK**
* Thomas Morris
5250 **Seminole Nation**
* Edwin Tanyan
5255 **Seneca-Cayuga Tribe**
* Leroy Howard
5260 **Thlopthlocco Tribal Town of Creek Nation**
* Sam Yargee
5265 **Tonkawa Tribe**
* Diane Allen
5270 **United Keetoowah Band of Cherokee Indians**
*
5275 **Wichita Tribe**
* Nelvo Franco
5280 **Wyandotte Tribe**
* Les Crusher

AMERICAN INDIAN TRIBES

Philadelphia Regional Office

STATE	CODE	TRIBES
NJ:	3075	Rankokus Tribal Council * Roy Crazy Horse
	5315	Nanticoke Lenni-Lenape Indians *
	5320	Ramapough Mountain Indians *

AMERICAN INDIAN TRIBES

Detroit Regional Office

STATE	CODE	TRIBE
MI:	1370	Grand Traverse Band of Ottawa/Chippewa Indians
	1371	* Dora L. Hammond
	1410	Hannahville Indian Community of Potowattomi Indians
		* Gloria McCullough
	1880	Keweenaw Bay Indian Community of L'Anse and
	1881	Ontonagon Bands Of Chippewas Indians:
	2580	L'Anse Res.
		* Loretta Hugo
	1820	Lac Vieux Desert Band of lake Superior Chippewa Indians
		* Helen Smith
	1610	Saginaw Chippewa Indian Tribe: Isabella Res.
	1611	* Mark Doughen
	3635	Bay Mills Indian Community of the Sault Ste.
	0170	Marie Band of Chippewa Tribe
		* Geraldine Parish
	2800	Huron Potawattomi Inc.: Pine Creek Res.
		* David Mackety

AMERICAN INDIAN TRIBES

Chicago Regional Office

STATE	CODE	TRIBE
WI:	0140	**Bad River Band of the Lake Superior Tribe of Chippewa Indians: Bad River Res.**
		* Roberta Powless
	2945	**Forest County Potawatomi Community**
		* Katherine Higgins
	1815	**Lac Courte Oreilles Band of Lake Superior Chippewa Indians: Lac Courte Oreilles Res.**
		* LaVonne Gauther
	1825	**Lac du Flambeau Band of Lake Superior Chippewa Indians**
		* Victoria Dowd
	2175	**Menominee Indian Tribe**
		* Apesanahkwat
	2560	**Oneida Tribe**
		* Lloyd E. Powless
	3085	**Red Cliff Band of Lake Superior Chippewa**
	3086	**Indians**
		* Richard Wygonik
	3885	**Sokaogon Chippewa Community of the Mole Lake**
	3886	**Band of Chippewa Indians**
		* Frances L. Vanzile
	4015	**Stockbridge-Munsee Community of Mohican Indians**
		* Dorothy David
	3305	**St. Croix Chippewa Indians**
		* Gloria Merrill
	4650	**Wisconsin Winnebago Indian Tribe**
		* Adam Hall

AMERICAN INDIAN TRIBES

Boston Regional Office

STATE	CODE	TRIBES
MA:	4530	**Gay Head Wampanoag Indians**
		* Matthew Vanderhoop
	1425	Hassanamisco-Nipmuc Indians
		* Shelleigh Wilcox
	5080	Mashpee Wampanoag Tribe
		* Steve Peters
CT:	2145	**Mashantucket Pequot Tribe**
		* Keri Spears
	2700	Eastern Pequot Tribe
		* Geneva Sebastion
	1325	Golden Hill Paugussett Indians
		* Kenneth Piper
	5090	Mohegan Tribe
		* Stilson Sands
	2701	Paucatuck Pequot Tribe
		* Agnes Cunha
	3650	Schagticoke Tribe
		* Richard Velky
ME:	5405	**Houlton Band of Maliseet Indians**
		* Sue DeisDerio
	1575	**Passamaquoddy Tribe**
		* Robert Newell
	2760	**Penobscot Tribe**
		* Frances Mitchell
	2695	**Pleasant Point Passamoquoddy**
	2850	
		* Roberta Richter
	5410	Aroostook MicMac Indians
		* Alice Worcester
NY:	5400	**Cayuga Nation**
		*
	2555	**Onieda Nation**
		* John Patterson
	2570	**Onondaga Nation**
		*
	0080	**Seneca Nation**
		* Barbara Hemlock
	3320	**St. Regis Band of Mohawk Indians**
		* Diane Hern
	4225	**Tonawanda Band of Seneca Indians**
		*

	4360	Tuscarora Nation *
RI:	2415	Narragansett Indian Tribe * Grace Dowdell

AMERICAN INDIAN TRIBES

New York Regional Office

STATE	CODE	TRIBES
NY:	2895	Poosepautuck Nation
		* Warren Treadwell
	3765	Shinnecock Tribe
		* Roberta Cuiget

QUESTION:

It is my understanding that the Santo Domingo Pueblo paid for a special recount after the 1980 census, but that the results never were transmitted to there Federal agencies as the official census count for the pueblo. If a locality or a tribe has a special recount, who's responsibility is to see that those figures are used as the official census--the Census Bureau's or the locality or tribe?

ANSWER:

The Santa Domingo Pueblo did pay for a Special Census, a program offered by the Census Bureau throughout the decade to allow localities to have more up-to-date counts prepared and certified by the Census Bureau. Results of a Special Census are official, but they do not replace decennial census counts for purposes of apportionment. They can be used in place of decennial census counts for program implementation, planning, and the like, but these decisions are not made by the Census Bureau. At the completion of a Special Census, we send the results to the locality or tribe, and to state officials (usually the Secretary of State and the heads of known state planning offices), but it then is the responsibility of the locality and the state to see that the new figures are used.

QUESTION:

There has been some concern that the tests used to hire census enumerators may be biased against certain groups, especially American Indians. Are there any special criteria used for enumerators who will be working with the specific groups to ensure that members of the community are hired for those jobs?

ANSWER:

The Census Bureau is committed to indigenous hiring; that is, we will hire enumerators to work locally in the communities in which they live. We established the indigenous hiring policy because hiring enumerators from the local community, including American Indians, is important for achieving a high level of quality for the census while keeping costs down. The test used for the census is designed to measure an applicant's aptitude for the skills necessary to perform the activities of a census worker. We also will use other criteria, such as experience, education, results of a job interview, and so forth to evaluate and hire applicants. The Census Bureau also has established the Tribal Liaison Program to provide for a close working relationship with American Indian tribal officials on all aspects of the census, including recruiting. Of the 360 eligible tribes, 311 are participating in the program.

QUESTION:

Once the census is completed are there any plans to continue liaisons with the tribes to help them utilize the results of the census?

ANSWER:

Assistance of this type will be available nationwide through our regional offices, our Data Users Services Division, and through State Data Centers.

QUESTION:

I understand that the Bureau has established a schedule for the distribution of Spanish-language and bilingual promotional materials. What is that schedule? A number of Hispanic organizations are concerned that the longer we wait to distribute this material, the less effective it will be. Have you given any consideration to speeding up the distribution?

ANSWER:

We plan to make bilingual census outreach materials--such as posters, flyers, and brochures--available on a flow basis as soon as we can complete design and printing. We will make every effort to complete these materials as soon as possible.

Castor Spanish International is developing television, radio, and newspaper advertising materials. We plan to have these ready in time for airing after January 1990 during a period of concentrated promotion activity building to Census Day, April 1. We believe it will be more effective to air these spots closer to Census Day. If we start earlier, we may not get stations to run the spots when we most need them.

QUESTION:

As I understand it, anyone who wants a questionnaire in Spanish will have to request it. Is that correct?

ANSWER:

In areas where census questionnaires are mailed back to a census district office or processing office, respondents may request a Spanish-language questionnaire by calling a toll-free telephone number preprinted on their English-language form. The telephone assistance number is staffed by Spanish-speaking persons. Respondents must provide their identification number from their English language form to the questionnaire assistance clerk and he/she will mail a Spanish language form to the respondent. If the respondent does not have the questionnaire, a Spanish-speaking enumerator will visit the household to complete the interview.

In list/enumerate areas, where the district office has not identified a high percentage of Spanish-speaking respondents, enumerators only carry a supply of English language enumerator-friendly questionnaires. If a list/enumerate enumerator encounters a household where the member(s) only speak Spanish and the enumerator does not, the enumerator will give the respondent a Form D-27, Introduction For Spanish-Speaking Respondents. This form tells the respondent that a Spanish-speaking enumerator will visit to conduct an interview. The enumerator will notify his/her supervisor of the households that require a Spanish-speaking enumerator and the supervisor will arrange for a Spanish-speaking enumerator to visit the household and collect the census data.

In list/enumerate areas where the district office has identified a high percentage of Spanish-speaking respondents, the district office will attempt to hire Spanish-speaking enumerators to work in these areas. At the discretion of the district office, these enumerators may carry a supply of Spanish-language forms which they will provide to the respondents for completion. Enumerators will collect the completed forms and return them to the district office.

QUESTION:

Will there be any attempt to mail out Spanish or bilingual questionnaires, especially since you plan to mail a reminder flier in Spanish?

ANSWER:

Our initial mailout of census questionnaires consists only of English language forms since it would be impossible to predetermine and identify which households would prefer a Spanish-language questionnaire over an English-language questionnaire.

In areas where census questionnaires are mailed back to a census district office or processing office, respondents may request a Spanish language questionnaire by calling a toll-free telephone number preprinted on their English-language form. The telephone assistance number is manned by Spanish-speaking staff. Respondents must provide their identification number from their English language form to the questionnaire assistance clerk and he/she will mail a Spanish language form to the respondent. If the respondent does not have the questionnaire, a Spanish-speaking enumerator will visit the household to complete the interview.

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QUESTION:

What about the part of the state where you will use the list/enumerate process--will enumerators have both English and Spanish questionnaires with them?

ANSWER:

In list/enumerate areas, where the district office has not identified a high percentage of Spanish-speaking respondents, enumerators only carry a supply of English language enumerator-friendly questionnaires. If a list/enumerate enumerator encounters a household where the member(s) only speak Spanish and the enumerator does not, the enumerator will give the respondent a Form D-27, Introduction For Spanish-Speaking Respondents. This form tells the respondent that a Spanish-speaking enumerator will visit to conduct an interview. The enumerator will notify his/her supervisor of which households require a Spanish-speaking enumerator and the supervisor will arrange for a Spanish-speaking enumerator to visit the household and collect the census data.

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QUESTION:

I understand that the Bureau plans to use walk-in assistance centers to provide language assistance, similar to what you did in 1980. How many such centers are you planning to establish? How will they be staffed and funded--by the Census Bureau or through local organizations? How will the public be made aware of the census location?

ANSWER:

The Census Bureau will use walk-in assistance centers wherever we believe they will be useful, as determined by our local offices. If offered, we also will accept specially-trained and sworn volunteers from local government, civic and service organizations to provide census questionnaire assistance in 1990. Questionnaire assistance in various languages and high-interest areas will help us to achieve our overall goal--the most complete and accurate census ever. We are particularly interested in covering the principal language groups--Cambodian, Chinese, Japanese, Korean, Laotian, Spanish and Vietnamese--Native Americans, the illiterate, the elderly, migrant workers, and residents of inner-city housing developments. The Census Awareness and Products Staff will coordinate with the Census Promotion Office to provide sample news releases, which Regional Media Specialists may adapt for local use, announcing the locations, hours, and dates when questionnaire assistance will be offered. We also will seek to disseminate information through participating organizations' newsletters and other local publications.

QUESTION:

In your testimony you state that the Bureau has a major initiative underway with the Congress of National Black Churches. Would you describe that initiative?

ANSWER:

We held a meeting in June 1988 and a follow-up meeting in September 1988 with leaders of Black churches and fraternal orders to request their support and cooperation for 1990. The group of 25 leaders agreed to work toward a partnership with the Census Bureau to encourage their members' participation in the 1990 census. Since that meeting, we have built on our relationship with these churches and fraternal orders by attending their conferences and meetings; we have received signed endorsements of support from most of the churches and fraternal orders. This fall we will send each a packet of materials for distribution to their affiliates. The materials will explain in detail how they can help in the census effort.

QUESTION:

In her written testimony, Alice Hoppes, President of the Albuquerque branch of the NAACP, states that the 1980 census incorrectly states the number of African American churches in New Mexico by at least a factor of ten. How do you plan to correct this problem?

ANSWER:

It is not clear to us what Ms. Hoppes was referring to concerning churches. We do not produce a count of churches in the census or collect any information that would allow us to do so.

QUESTION:

Would you describe the outreach programs in New Mexico targeted at the black community?

ANSWER:

We have many national program components which are targeted directly to blacks. These include public service announcements being produced by the Mingo group, outreach to national organizations such as the NAACP, working through Black churches and fraternal orders and so on. Specifically in New Mexico, the Census Awareness and Products Program Staff have been very active in implementing programs targeted at the Albuquerque, Hobbs, Cloves and Las Cruces. This includes working closely with Religious Organizations and churches, local NAACP chapters, the local media and community based organizations.

QUESTION:

In her testimony, Kathy Brook makes the point that the separate questions for race (white, black and Indian) and for Hispanic/non-Hispanic is confusing. Would you explain why this differentiation was chosen? How do you plan to reduce the possible confusion?

ANSWER:

Use of a combined race and Hispanic-origin question has been recommended by a number of census data users in the private and public sectors. This approach, however, could result in incomplete counts of the Hispanic population and of some racial groups. Separate questions on race and Hispanic origin are needed to satisfy data users' requirements for a complete distribution of the population by the two characteristics.

We have improved the subject labeling and design of our 1990 questionnaires, as well as expanded substantially our respondent instructions for the race and Hispanic-origin items. These steps, we believe, will reduce any possible confusion by census respondents, and our telephone assistance service will be available to those requiring additional help.

New Mexico Municipal League

P.O. Box 846 • Santa Fe, New Mexico 87504-0846
Phone (505) 982-5573 • In State Toll-Free 1-800-432-2036
FAX No. 1-505-984-1982

TESTIMONY

before

SUBCOMMITTEE ON GOVERNMENTAL
INFORMATION AND REGULATIONS
OF THE
COMMITTEE ON GOVERNMENT AFFAIRS

by

Scott Scanland, City Councilman
Village of Bosque Farms
President - New Mexico Municipal League

on

August 10, 1989

LEAGUE HEADQUARTERS - 1229 PASEO DE PERALTA
On the Inner Loop, South of the State Capitol

MR. CHAIRMAN, MEMBERS OF THE COMMITTEE THANK YOU FOR THE OPPORTUNITY TO APPEAR HERE TODAY AND TALK A LITTLE BIT ABOUT THE PROBLEMS MUNICIPALITIES EXPERIENCED DURING THE LAST CENSUS.

TO THE AVERAGE PERSON THE CENSUS IS JUST A NOSE COUNT. TO LOCAL GOVERNMENTS THE CENSUS IS MUCH MORE. IT IS ACCURATE PLANNING FOR THE FUTURE. IT IS FUNDING FOR CITIES, TOWNS, AND VILLAGES. IT IS POLITICAL REPRESENTATION OR AS SOME ELECTED OFFICIALS VIEW IT "AM I GOING TO KEEP MY COUNCIL SEAT?"

BEFORE GOING INTO EACH OF THOSE IMPORTANT ISSUES FOR MUNICIPALITIES, I'D LIKE TO TAKE A MOMENT AND TELL YOU SOME OF THE PROBLEMS ENCOUNTERED LAST TIME THE CENSUS WAS TAKEN.

DUE SOME BELIEFS BY SOME OF OUR CITIES THAT THEY WERE SIGNIFICANTLY UNDERCOUNTED, WE UNDERTOOK A LAW SUIT AGAINST THE BUREAU OF CENSUS. OUR MAJOR AREAS OF CONCERN WERE:

1. IN PORTALES WE BELIEVED THERE WAS A SERIOUS UNDERCOUNT BECAUSE OF EASTERN NEW MEXICO UNIVERSITY. CITY OFFICIALS THOUGHT THAT THE TIMING OF THE COUNT WAS DETRIMENTAL TO THE TOTALS.

2. IN GALLUP OUR CITY OFFICIALS BELIEVED HOUSE THAT WERE COUNTED AS VACANT WERE NOT AND WHO IS IN A BETTER POSITION TO KNOW THAN OUR LOCALLY ELECTED OFFICIALS. ADDITIONALLY, DUE TO THE CONFIGURATION OF THE BOUNDARIES OF GALLUP CITY OFFICIALS BELIEVED THAT WHOLE NEIGHBORHOODS WERE NOT COUNTED.

3. IN FARMINGTON ENTIRE SUBDIVISIONS WERE FELT TO BE EXCLUDED FROM THE COUNT, RESULTING OVER 1000 HOUSING UNITS NOT BEING INCLUDED. THIS OF COURSE RESULTED IN CLOSE TO A 3000 PERSON UNDERCOUNT, BECAUSE THE HOUSING UNIT WAS THE BASIC UNIT TIMES A SET NUMBER PER HOUSEHOLD. I BELIEVE THAT NUMBER WAS 2.85 PER HOUSEHOLD. MANY OF OUR OFFICIALS THOUGHT THAT THE NUMBER WAS NOT REPRESENTATIVE OF THE NEW MEXICO FAMILY COMPOSITION.

4. IN NORTHERN NEW MEXICO SERIOUS UNDERCOUNTS WERE BELIEVED TO HAVE OCCURRED FOR A COUPLE OF REASONS. FIRST THERE WERE NEWSPAPER ARTICLES ALLEGING THAT CENSUS WORKERS WERE NOT PERFORMING THEIR DUTIES, BUT INSTEAD WERE PARTYING DURING THEIR ASSIGNMENT AS A CENSUS ENUMERATOR. AND SECONDLY, THE PERSONNEL ASSIGNED TO TAKE THE COUNT IN THE HEAVILY HISPANIC NORTH WERE NOT FAMILIAR WITH THE AREA NOR DID THEY SPEAK SPANISH. THE NECESSITY OF BEING BI-LINGUAL WAS FELT TO BE ESSENTIAL BY OUR CITY OFFICIALS.

WE DID NOT WIN OUR CASE AGAINST THE CENSUS BUREAU. NEVERTHELESS OUR CITY OFFICIALS FELT STRONGLY ABOUT THE PERCEIVED INEQUITIES OF THE COUNT. I HOPE THAT THESE PARTICULAR SITUATIONS CAN BE REMEDIED BEFORE WE BEGIN THE PROCESS OF THE NEXT CENSUS COUNT.

I'D LIKE TO RETURN TO THE THREE REASONS WHY MUNICIPALITIES DEPEND ON THE ACCURACY OF THE CENSUS.

1. PLANNING IS DIFFICULT ENOUGH WITHOUT ACCURATE DATA. THE KINDS OF DATA COLLECTED BY THE CENSUS IS ESSENTIAL TO GOOD ECONOMIC DEVELOPMENT PLANNING AS WELL AS OVERALL COMMUNITY LAND USE AND ZONING ISSUES.

2. FUNDING GRANT PROGRAMS BOTH FROM THE FEDERAL AND STATE GOVERNMENT DEPEND UPON POPULATION IN SOME ALLOCATION FORMULAS. FOR EXAMPLE, THE SMALL CITIES ASSISTANCE PROGRAM AND THE RURAL INFRASTRUCTURE PROGRAM BOTH AT THE STATE LEVEL, AS WELL AS THE FEDERAL COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM ARE ALL DEPENDENT UPON POPULATION FOR DISTRIBUTION PURPOSE.

3. REAPPORTIONMENT IS ALWAYS OF CONCERN, NOT JUST TO THE ELECTED OFFICIAL, BUT TO MINORITIES THAT NEED REPRESENTATION IN OUR CITY GOVERNMENTS. POPULATION COUNT IS CRITICAL HERE IN OUR CITIES BECAUSE THE REQUIREMENT TO DISTRICT OUR COUNCILS IS BASED ON WHETHER OR NOT A MUNICIPALITY IS 10,000 IN POPULATION.

IN CLOSING MR. CHAIRMAN, YOU CAN SEE THAT OUR PREVIOUS PROBLEMS WITH THE CENSUS AS WELL AS THE FACT WE DEPEND ON THE ACCURACY OF THE COUNT, WILL CERTAINLY ASSURE THAT CITY OFFICIALS WILL BE ACTIVE IN THE CENSUS PROGRAM - LOCAL REVIEW. THANK YOU FOR THE OPPORTUNITY TO BE HERE TODAY.

Office of the Mayor
City of Albuquerque
ALBUQUERQUE/BERNALILLO COUNTY GOVERNMENT OFFICE
ONE CIVIC PLAZA NW P.O. BOX 1293 ALBUQUERQUE, NEW MEXICO 87103
(505) 768-3000

KEN SCHULTZ, MAYOR

1990 Federal Census Presentation

By

Dolores Haller & Shirley Mozniak

on behalf of the Mayor

to the

Subcommittee on Government Information & Regulation

Committee on Governmental Affairs

SENATOR BINGAMAN, MEMBERS OF THE COMMITTEE:

Thank you for the opportunity to tell you about the work of the City of Albuquerque in its preparation for the U.S. Bicentennial Census. The Mayor and the administration of the City of Albuquerque will aggressively seek to achieve the most complete and accurate count possible for the benefit of the citizens of Albuquerque and Bernalillo County.

We are a rapidly growing community challenged by the social, political and educational needs of an ethnically and culturally diverse population. The Greater Albuquerque area also includes populations which have traditionally been difficult to count, such as the elderly, the urban Native American, the undocumented alien, the homeless, and non-English speakers of the various ethnic backgrounds. A complete and accurate Census is vital to the proper representation of all of our citizens. We understand that the correct apportionment of Federal dollars to our community is dependent on an accurate and complete Census.

We in the City of Albuquerque are very aware of the importance of the Census and have been actively engaged in preparing for the 1990 Census for quite some time. In an effort to present to you a brief overview of some of the planning which has been on-going during the last five years as the City has anticipated and prepared for the Census, I have asked Ms. Shirley Wozniak, a Senior Planner and Economist with the City of Albuquerque Planning Department to participate in this presentation.

~~The City of Albuquerque has been actively involved with the Census since~~ The highest elected official, Mayor Ken Schultz, is the Census Key Person for Albuquerque. ~~There are many changing tasks that the City of Albuquerque performs as a Census Affiliate. Primarily these have to do with data dissemination and data storage.~~ The Planning Department houses all published documents describing Albuquerque, Bernalillo County, and Sandoval County, published as a result of the 1980 Census. Other materials include maps, computer tapes, and complete counts of the area. These documents are housed in our Library and are made available to City staff, the public, and other government entities.

Data is compiled and published in many forms primarily for internal use, and the planning efforts of all City agencies. This information is made available to the public. Because of time invested by the City to compile data and develop retrieval systems, data compilation is done with ease and is done frequently at public request. Information is also used by the private sector for marketing research. Census data is a key part of all grant applications. This information was critical in the recent application by the City of Albuquerque for enterprise zones.

Census data describing the population, housing and economy of Albuquerque and Bernalillo County are critical to many other important efforts here in the City. We use Census data as a fundamental input into projecting new population, growth in the economy, and changing housing stock. Tracking historical trends and forecasting new growth are key to public and private planning efforts.

~~Albuquerque has been making preparations for the 1990 Census since 1985. As Census Affiliate and assuming our responsibilities for the Mayor as Census key person, we have responded to the many assignments that the Census Bureau has passed down. The first of which, in preparation for the 1990~~

Census involved evaluating, verifying and changing boundaries of Census tract, block groups and Census designated places from the 1980 Census to the 1990 Census. Boundary changes involved tasks from dividing large existing tracts to smaller tracts reflecting growth in population and housing units in those areas, especially in the far east and far west sides of the City. Also, we refined boundaries from place to place according to Census specifications and followed specific physical boundaries. Albuquerque has had liberty to readjust boundaries in order that the Census tracts and block groups reflect homogeneous groups of people and housing units, so that published averages do reflect averages of the homogeneous group rather than a mixture that would not be appropriately represented in an average statement.

At the time of the 1980 Census, data for this area was reported by Standard Metropolitan Statistical Area (SMSA). That included all of Bernalillo and Sandoval Counties. Until recently the City of Albuquerque assumed responsibilities for both counties. Through 1987 refinement of boundaries, verification of maps and data, any questions the Census Bureau had, were answered for both Bernalillo and Sandoval Counties. Data reported as a result of the 1990 Census will be by Metropolitan Statistical Area (MSA). The MSA involved here is Bernalillo County only. From 1990 henceforth, the City of Albuquerque will only be responsible for Bernalillo County, the Albuquerque MSA.

Many small communities in Bernalillo County are now recognized as Census designated places. Data will be published as a result of the 1990 Census which specifically describe these small communities, especially in the eastern part of the county--the east mountain area. In the past, these communities were lumped into very large Census tracts, and data presented was lost in the averages. Specific information for these small communities, like Chilili for

example, is vital when these communities are applying for grants for various facilities that they need.

Albuquerque has also had the opportunity to participate in the refinement in the Census questionnaire for 1990. The Census Bureau has identified problematic questions from the 1980 Census and has attempted to reword them in order that responses can clearly identify the variable which is trying to be measured. For example, in the 1980 Census the Hispanic population was not accurately counted because of a pooly worded question. Albuquerque was able to instruct the Census Bureau as to the importance of accurate counts of Indian and Hispanic populations, low income groups, people living in group housing, the aged, and populations where little or no English is spoken. It is essential that these populations be counted accurately in order that funding of programs and accurate information be provided. Therefore, refining a questionnaire is appropriate, and we appreciate the opportunity for participation.

Albuquerque continues to verify information for the Census Bureau, refining maps, refining questions, continuing to identify difficult to count populations, offering suggestions for education and promotion of the Census.

As 1990 draws near, we are focusing our attention on local review. Local review will allow us to anticipate what our Census count will be. Albuquerque is in a really good position now to accurately estimate number of housing units and population down to the smallest Census designation, the Census block. We are preparing methodology at this time to be able to submit to the Census Bureau our estimate of population and housing counts for these areas. After the Census is taken we will be able to identify those areas where problems may have occurred in the actual Census count. In the process of local review, Albuquerque will further be able to identify areas where special

~~enumeration may be~~. Although we have worked with the Census Bureau up to this time, already identifying obvious areas where we would recommend specific enumeration, that is a door to door count; ~~the local~~ review process will further point out areas where door to door enumeration will be required. Further preparations for the 1990 Census involve internal organization. We are exploring hardware and software available to read computerized Census maps and information tapes. How we will retrieve the data, how we will present it and make it available with minimal cost and time expenditures for both City staff and the public as we continue to provide information as a Census affiliate, are among the problems we must address. Advances in hardware and software technology have made the possibilities almost endless. However, Census information and Census mapping has certainly been a challenge to hardware and software developers. We are following up with interest and cooperation with other local agencies, such as the Middle Rio Grande Council of Governments, the Bureau of Business and Economic Research at the University of New Mexico and other City and County Departments in order to be able to use the same hardware and software, share resources and training in order to provide the best information to its users. At this point we are right on schedule and we expect that we will have hardware and software in place, training will have taken place and we will be prepared to receive Census information and disseminated it efficiently.

On June twenty-third of this year Mayor Ken Schultz signed a Resolution establishing the Complete Census Count Task Force for the greater Albuquerque area. This Task Force will plan and conduct local educational initiatives and publicity and promotional activities in an effort to increase community awareness and participation in the 1990 Census.

The citizens serving on the Task Force will represent the diverse segments of our community including business, religious groups, the educational community, services organizations, the media and minority groups.

In order to carry out its duties and powers the Task Force will form sub-committees. The work of the sub-committees will include the creation, printing and distribution of posters, flyers and printed materials for promotional purposes. Public service announcements for the electronic media will be produced. The sub-committees will also form a speakers bureau to reach out into the community to schools, public meetings and local radio and television shows. The creation of target Census messages to be disseminated on grocery bags, milk cartons, in utility bills, and payroll checks will be planned at the sub-committee level.

The Complete Census Count Task Force will also be charged with the responsibility of identifying sources of funding to aid and enable them to carry out the work of the committees.

We anticipate that by no later than September first of this year, the Task Force will be appointed and prepared to meet. Please be assured that the Mayor and the administration of the City of Albuquerque is committed to ensuring the success of the Complete Census Count Task Force.

CITY of ALBUQUERQUE
EIGHTH COUNCIL

COUNCIL BILL NO. R-375 ENACTMENT NO. 89-1489

SPONSORED BY: Patricia J Baca

Underscored Material - New
[Bracketed Material] - Deletion

RESOLUTION

ESTABLISHING A COMPLETE CENSUS COUNT TASK FORCE; TO PLAN AND CONDUCT LOCAL EDUCATIONAL INITIATIVES, PUBLICITY AND PROMOTIONAL ACTIVITIES TO INCREASE COMMUNITY PARTICIPATION IN THE CENSUS.

WHEREAS, the decennial census is mandated by the Constitution of the United States of America; and

WHEREAS, April 1, 1990 is Census Day of the Bicentennial Census of the United States; and

WHEREAS, a complete count is necessary for proper representation of the voters of the United States of America; and

WHEREAS, correct apportionment of Federal dollars is dependent on a correct and complete census count; and

WHEREAS, accurate Census information is critical to planning for the future growth, development and social needs of our community; and

WHEREAS, the City of Albuquerque and the County of Bernalillo have large diverse, growing minority populations which traditionally have been undercounted.

BE IT RESOLVED BY THE COUNCIL, THE GOVERNING BODY OF THE CITY OF ALBUQUERQUE:

Section 1. Complete Census Count Task Force. There is hereby created the Complete Census Count Task Force, hereinafter referred as the "Task Force" which will consist of eleven (11) members. The Task Force shall include representation from each of the following categories:

A. Business

B. Religious Groups

C. Education

D. Community Organizations

E. Media

F. Minority Groups

The term of the Task Force members will extend to July 1, 1990.

Section 2. Duties and Powers. The Task Force shall be a working committee. They shall promote and encourage private and public awareness programs. In carrying out its duties and powers, the Task Force shall create sub-committees whose members shall represent a cross-section of our community. The sub-committee members will be recruited by the task force. Their duties shall include, but are not limited to:

A. Handle creation, printing and distribution of posters, flyers, handouts and printed materials for news media.

B. Prepare materials for public service announcements (PSA's) on radio, television and cable.

C. Arrange for a speakers bureau for meetings, gatherings, schools, forums, radio and television shows.

D. Target census messages in utility bills, grocery bags, monthly billing statements and payroll checks.

E. Identify funds needed and sources of income and in-kind contributions.

Section 3. Staff. The Planning Department of the City of Albuquerque will provide staff support.

PASSED AND ADOPTED THIS 19th DAY OF JUNE, 1989.

BY A VOTE OF 9 FOR AND 0 AGAINST.

Steve O. Gallegos, President
City Council

APPROVED THIS 29th DAY OF June, 1989.

Ken Schultz, Mayor
City of Albuquerque

ATTEST:

City Clerk

7383-1

Underscored Material - New
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THE LOCAL REVIEW PROGRAM AND BUREAU OF BUSINESS AND ECONOMIC RESEARCH 1990 CENSUS PROMOTIONAL ACTIVITIES

Testimony to the
U.S. Senate
Governmental Affairs Committee
Subcommittee on Government Information
and Regulation

at

Albuquerque, New Mexico
August 10, 1989

By

Kevin Kargacin
Head of Information Services
Bureau of Business and Economic Research
University of New Mexico

I appreciate this opportunity to testify before the Governmental Affairs Subcommittee on Government Information and Regulation. I am the Head of Information Services at the University of New Mexico's Bureau of Business and Economic Research (BBER). The BBER has a major responsibility for the dissemination of New Mexico demographic and economic data to the general public, governmental entities and the business sector. Much of the statistical data handled by our office is acquired from the U.S. Bureau of the Census. Consequently, we are associated with the Census Bureau in a variety of programs. Those programs include the New Mexico State Data Center, the Business/Industry Data Center and the Federal-State Cooperative Program for Local Population Estimates.

As a coordinating agency in the New Mexico State Data Center (NMSDC), we are quite involved in the dissemination of decennial census data. However, in addition to distributing information from previous censuses we are also involved in the planning process for the next census--the 1990 Decennial Census.

We are currently working with the Census Bureau on the Local Review Program. This is an important 1990 Census planning project, which allows local governments to see a preview of 1990 housing counts. The following discussion will be confined to describing the key points of the Local Review Program and specific Local Review activities in New Mexico. Much of the information is from the Census Bureau's 1990 Decennial Census Local Review Program Technical Guide. Also, attached to this testimony is an appendix showing a brief listing of additional BBER planning and promotional activities for the 1990 Census.

Local Review is a voluntary program whose stated purpose is to provide all local governmental units with the opportunity to improve the completeness and accuracy of the 1990 Census. Through participation in the program, local

governments may review census maps and compare preliminary Census Bureau housing unit counts and counts of special places to their own, independent counts. It should be noted that special places include entities such as universities, nursing homes, orphanages and hospitals. In the last stage of local review, governmental units may also examine preliminary counts of population in group quarters which are located at special places. Residents of group quarters include persons such as patients in nursing homes, prisoners in penitentiaries and students in college dormintories.

There are two stages in the Local Review Program: precensus and postcensus. All governmental units may participate in the postcensus local review phase, while only some governments may participate in the first or precensus phase. Eligibility in the Precensus Local Review Program depends on when the Census Bureau develops the address list for the governmental unit. Address lists are created first for the densely populated urban or suburban areas and it is only these "urban-like" places that are eligible for the precensus local review stage. To further understand address list development and local review eligibility, it might be helpful to summarize the various approaches taken in the conduct of the census.

In order to conduct an accurate census, it is essential that all living quarters, both traditional housing units and the various special places, receive census questionnaires. The Census Bureau has developed three different approaches to reach the nation's living quarters. Each of these approaches involves the development of comprehensive address lists. These three methods are mailout/mailback, update/leave and list/enumerate.

In the mailout/mailback approach, the U.S. Postal Service delivers addressed census questionnaires to all housing units just prior to Census Day and the respondent returns the completed forms by mail. The address list for

this method is completed by September 1989, allowing the Census Bureau time to develop preliminary housing unit and special place counts for use in the Precensus Local Review Program. This approach is only used in the densely populated urban areas.

In the update/leave approach, census enumerators deliver questionnaires to each housing unit just prior to Census Day, while also updating a census address list. The respondent then returns the questionnaire by mail. This method is used in densely populated rural areas.

In the list/enumerate approach, the U.S. Postal Service delivers unaddressed questionnaires to all known living quarters in selected areas, again just prior to Census Day. Enumerators then retrieve the completed questionnaires, while creating the census address list. This method is used in sparsely populated areas.

The address list for the update/leave and list/enumerate areas are not created until well after the conclusion of the Precensus Local Review Program. Therefore, in governmental units where these approaches are used, there are no preliminary housing unit and special place counts for use in the precensus local review phase. These governments are only eligible for the Postcensus Local Review Program. In New Mexico, every county except for Los Alamos has list/enumerate areas. However, within some of these counties there are mailout/mailback pockets. These pockets are eligible for the Precensus Local Review Program. Appendix A lists these mailout/mailback pockets.

The following is a brief description of precensus and postcensus local review operations:

All governmental units, including those only eligible for postcensus local review, will receive precensus maps from the Census Bureau in the summer of 1989. These maps will provide basic census geographic information and

political boundaries as of January 1, 1988. The maps are an essential tool, since they show the individual census blocks and census tracts/block numbering areas. Governmental units must organize their independent housing unit and special place counts by these individual census blocks delineated in the maps.

In September, 1989 myself and Kathy Brook from the New Mexico State University component of the NMSDC will conduct local review training sessions in Albuquerque and Las Cruces. Census Bureau staff may conduct additional sessions in Las Vegas and Roswell. The Census Bureau's Denver Regional Office will mail invitations to the highest elected officials in all local governmental units to attend designated training sessions. In these sessions all aspects of the Local Review Program will be covered and local governments will receive information on how they might create independent housing unit counts. Both Kathy Brook and myself will be available throughout the local review process to answer questions, but the actual compilation of information which will be necessary to review census counts is the responsibility of the individual governmental units.

In November 1989 the Census Bureau will provide local review counts to governmental units that are eligible for the Precensus Local Review Program. This information will show preliminary housing unit and special place counts by block. The governmental units should then review those housing unit counts and compare the census figures to the local government's own block counts. The local governments have until January 5, 1990 to respond in writing to the applicable Census Bureau local district office.

In order to review the housing unit counts, the local governments must develop independent counts of housing units and special places. A variety of sources may be used to create these independent counts, including tax assessment records, utility connection records, various address listings, and

locally conducted canvasses. Additionally, outdated comprehensive block counts may be updated using sources such as building permit records or demolition permits. Whatever sources or combination of sources is used, it is important that the information be reliable, accurate, current and comprehensive. Additionally, all sources must be thoroughly documented on the forms returned to the Census Bureau's local district office.

The local district office then reviews the block problems, ranks the blocks by degree of disparity and selects those blocks with the greatest differences for field review. In February 1990 the local district manager will respond in writing to those governments that had reported problems. The address files will then be updated by the Census Bureau, incorporating the corrections identified in the local review process.

After April 1, 1990, Census Day, the Census Bureau will then begin preparation for postcensus local review activities. From April through June 1990 the Census Bureau will provide local governments with postcensus local review block maps. These maps will reflect political boundaries as of January 1, 1990 or the most-recently reported political boundaries.

In August 1990 the Census Bureau will provide postcensus local review counts to local officials. These tabulations will include housing unit counts and group quarters population counts. In precensus local review only the count of special places, rather than the group quarters population residing in special places, was made available. This will also be the first opportunity for local officials to review "good" counts in peripheral blocks that are split by political boundaries. Local officials must review the census counts and send the written response and related forms showing block count discrepancies to the Census Bureau's local district office within 15 working days (excluding Sundays) of the receipt of materials.

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In September and October 1990 the local district office reviews block problems, selects blocks with the greatest discrepancies for field review and enumerates missed housing units. The local district manager will then respond in writing to the local officials about count problems. Address lists and data files will then be updated.

In conclusion, I believe that Local Review is an excellent concept, affording local government officials with an opportunity for substantial input to the 1990 Census. However, there are several important points of concern that should be noted.

First, the program will only work if local governments understand all aspects of Local Review. This means that representatives from each of the local governmental units should attend a training workshop in September 1989. Attendance at the first round of preliminary local review workshops in 1987 was poor.

Second, local governments must derive their own housing unit counts, special place counts and group quarters population counts. Governmental units must ensure that these counts are current (November 1, 1989 for precensus local review and April 1, 1990 for postcensus local review). They also must be reliable and well documented, conforming to census geography. Planning for making these counts should already have begun.

Third, the Census Bureau will not select every block for field review. Local estimates that disagree with census estimates will be ranked according to the size of the problem before selection for field review. As stated by the Census Bureau, the following limits apply to field review:

> "During precensus local review, the Census Bureau will select up to three percent of all housing units within each district office territory and at least one block per governmental unit (regardless of the size of the problem) for field review. In postcensus local review, two percent of all housing units within a governmental unit territory and at least one block per governmental unit is field reviewed.
>
> All properly documented special place and group quarters population discrepancies are reviewed."[1] If additional funding becomes available the Census Bureau may increase these percentages, based on the magnitude of problems.

---

1 U.S. Department of Commerce, Burau of the Census, 1990 Decennial Census Local Review Program Technical Guide.

This concludes my written testimony. Attached are several appendicies showing a calendar of key local review events, the mailout/mailback areas in New Mexico and a list of additional BBER planning and promotional activities scheduled for the 1990 Census. I thank the committee for this opportunity to discuss the local review program.

APPENDIX A

MAILOUT/MAILBACK AREAS IN NEW MEXICO

Alamogordo

Albuquerque

Artesia

Aztec

Belen

Bernalillo County
(Some Indian Reservations are not mailout/mailback areas)

Carlsbad

Clovis

Deming

Farmington

Gallup

Hobbs

Los Alamos County

Las Cruces

Las Vegas

Lovington

Portales

Raton

Rio Rancho

Roswell

Santa Fe

Santa Fe County
(Some Indian Reservations are not mailout/mailback areas)

Truth or Consequences

Tucumcari

APPENDIX B

CALENDAR OF KEY EVENTS IN THE LOCAL REVIEW PROGRAM

November 1986	The Census Bureau contacts the chief executive or highest elected local government official and requests the appointment of a local review liaison.
July 1987	The Census Bureau mails the 1990 Decennial Census: Local Review Program Information Booklet to local officials for their review. Local officials could begin initial planning to supply independent housing unit counts at the block level.
August 1987 - September 1988	The first local review workshops were conducted by either the State Data Center or the Regional Census Center staff.
June 1989	The Census Bureau mails the 1990 Decennial Census Local Review Program Technicial Guide to local officials.
June 1989	The Census Bureau conducts the local review training session for all State Data Center personnel that will, in turn, be giving local review workshops for local officials. New Mexico State Data Center staff attended this training session at the Census Bureau's Denver Regional Office.
June 1989 - August 1989	The Census Bureau mails precensus local review block maps to local government officials.
September 1989	New Mexico State Data Center and Census Bureau personnel conduct local review workshops for local government officials.
November 1989	The Census Bureau mails precensus local review counts to local government officials in mailout/mailback areas. These counts are compared to local estimates and problem blocks are identified by local officials.

January 5, 1990	Deadline for local governmental units to send the Precensus Local Review Response Form and related letters and paperwork to the Census Bureau's local district office.
February 1990	After reviewing block problems and selecting those problems with the greatest disparity for field review, the local district office manager responds in writing to local government officials in mailout/mailback areas.
January 1990 - February 1990	The Census Bureau updates address files with corrections identified through precensus local review in mailout/-mailback areas.
April 1, 1990	Census Day
April 1990 - June 1990	The Census Bureau mails postcensus local review block maps to local officials for their review.
August 1, 1990	Deadline for local governments to submit boundary disputes through the Local Review Program.
August 1990	The Census Bureau mails postcensus local review counts to local officials. The local governmental unit reviews and compares the census counts to local estimates. The Postcensus Local Review Response Form and related letters and paper work must be sent to the Census Bureau's local district office within 15 work days from the receipt of materials.
September 1990 - October 1990	The local district office reviews block problems, selects blocks for field review and enumerates missed housing units and group quarters. The district office manager responds in writing to local governments reporting problems.

APPENDIX C

SELECTED 1990 CENSUS PLANNING AND PROMOTIONAL ACTIVITIES

The following list shows those 1990 Census planning and promotional programs/activities in which the University of New Mexico's Bureau of Business and Economic Research (BBER) is involved. Some activities have already been accomplished, while those designated with an asterisk are either on-going or are planned.

Participated in the Albuquerque Census Statistical Area Committee in 1985 and 1986. This local committee with members from organizations such as the City of Albuquerque, Bernalillo County, the Middle Rio Grande Council of Governments and the BBER, reviewed and, where appropriate, determined new 1990 Census tract and block group boundaries for Bernalillo and Sandoval Counties.

Participated in the Census Designated Place (CDP) Program in 1988 and 1989. The BBER worked with members of the Albuquerque Census Statistical Area Committee to determine new CDP boundaries for the 1990 Census in Bernalillo and Sandoval counties. Additionally, the BBER worked with the Middle Rio Grande Council of Governments to determine new CDP boundaries for neighboring Valencia and Torrance counties. It should be noted that Census Designated Places are Census Bureau tabulation areas. They are unincorporated places, but through the CDP program boundaries for these densely populated, city-like communities are established.

* An Article concerning Census Bureau planning and promotional activities for the 1990 Census was published in the BBER's monthly statistical report, New Mexico Business. Additional articles are planned before Census Day.

* Posters and fliers promoting the 1990 Census will be distributed around the University of New Mexico campus.

* BBER mailout responses to information requests from data users will contain 1990 Census promotional fliers.

* As part of the University of New Mexico Centennial Celebration, the BBER is conducting an open house on October 28, 1989. A presentation concerning the 1990 Census, along with promotional materials will be included in the open house program.

* The 1990 Census will be promoted in various speeches delivered by BBER staff.

LOCAL REVIEW AND THE CONDUCT OF THE 1990 CENSUS
August 10, 1989

Kathleen Brook
Department of Economics
Box 30001
New Mexico State University
Las Cruces, NM 88003-0001

My name is Kathleen Brook. I am an associate professor of economics at New Mexico State University (NMSU) in Las Cruces and have served as director of the State Data Center program at NMSU since 1985. The State Data Center program was established in conjunction with the 1980 Census with the intent of promoting the dissemination of data to users including businesses, individuals, government agencies and nonprofit organizations. I have been asked to describe the local review program in New Mexico and to comment on other aspects of the conduct of the 1990 Census.

Local Review The local review program is aimed at improving the accuracy of the Census counts in 1990 by providing local government officials an opportunity to identify errors in the housing counts which provide the basis for the population counts. State Data Centers have been asked to participate in local review by sending representatives to two training workshops at the Regional Census Office and then by presenting training workshops in their own states. Data Centers have also been asked to provide technical support to local governments as they review the counts.

My involvement in the local review program began in July, 1987, when I attended a training session conducted by the Census Regional Office in Denver. I was one of three people attending from New Mexico. The training prepared me, in turn, to conduct a training session for local government officials from the southern portion of the state in October, 1987. This meeting, held in Las

Cruces, was attended by eight officials representing Hobbs, Deming, Carlsbad, Roswell, Las Cruces, Alamogordo, Dexter, and Dona Ana County, as well as a representative of the New Mexico Department of Economic Development and Tourism and a geographer from the Census Regional Office. Prior to the meeting, the Census had asked the highest elected official in each jurisdiction to designate a local review liaison. Only one of the people in attendance at the Las Cruces meeting was the appointed local review liaison for his or her governmental unit.

The purpose of the meeting was to acquaint local officials with the fact that some of them would be presented by the Census Bureau with counts of housing units, group quarters, and special places in November 1989 before the census is conducted and that all of them would receive such counts in August 1990 after the Census has been conducted. Upon receiving these counts, officials would have an opportunity to compare the Census counts with their own data and notify the Census Bureau of discrepancies. The Census would then review cases where there are significant differences.

In order to obtain a review from the Census, the local governments were told that they must provide appropriate evidence of errors in the counts. In particular, a successful challenge would require an ability to read the Census maps and compare them with local maps, a knowledge of the geographic units and terminology used by the Census, and an understanding of the types of records which the Census would accept in support of a challenge. As a consequence, much of the material presented at the training session was rather technical in nature. These materials were probably well-suited to larger communities with sophisticated, readily accessible data sets of their own and with sufficient

personnel to devote to reviewing the materials. They were not so appropriate for smaller communities which are under-staffed and which would not be prepared to verify the census counts on a block by block basis. I did attempt to convey that local governments might choose to focus their energies on only those areas thought to be changing rapidly, but this message may well have been lost in the technical detail. The timing of the meeting may also have been too far in advance of the census for the purposes of most, if not all, of the communities in attendance.

A similar local review meeting for the northern portion of the state was held in Albuquerque with twenty-two government officials in attendance. This training session was conducted by the Denver Regional Office.

I attended the second phase of training at the Denver office on June 20, 1989, along with three other people involved in the New Mexico State Data Center program. I have now scheduled a second training session for southern New Mexico government officials on September 6, 1989, in Las Cruces. (It is my understanding that the Census Bureau may supplement this with a session in Roswell.) For this session I have been supplied with a script which the Census Bureau has asked that presenters read verbatim. I would expect that these training sessions would be better attended than those two years ago as the Census is now imminent. The materials for this session are also improved in the sense that copies of actual Census maps are now available and the Bureau has provided tax assessment and utility maps for a "hands on" exercise in verifying counts of housing units. The training booklet is also less intimidating in that it contains less detail on the preparation of local counts of housing units.

I do not foresee any problems with the training session but have little knowledge of the ability and willingness of local governments to commit their own resources to the local review process. In addition, I am not aware of any effort by New Mexico state government, other than the training sessions, to promote local review and encourage participation. One of the difficulties associated with the local review process as well as the performance of other Data Center functions is that many of the people who are involved in these activities do so on a volunteer basis and have other full-time responsibilities.

General Comments on the Census Two special problems associated with the Census in New Mexico are obtaining accurate counts of the Native American population and confusion regarding racial and ethnic categories. The problem in counting Native Americans is well known to the Census Bureau. However, the race/ethnic issue has not received as much attention. The Census Bureau correctly makes a distinction between race and ethnicity and asks respondents to identify their race in one question and to identify themselves as Hispanic or non-Hispanic in another. But neither respondents nor data users understand that the Census considers white, black and Indian to be racial categories and Hispanic and non-Hispanic to be ethnicity categories. In 1980, over fourteen percent of the New Mexico population identified themselves as "other" in the racial category; that is, they were neither white, black, nor Indian. Similarly, New Mexicans who use Census data tend to expect that if they sum the proportions of the population identified as white, black, Indian, and Hispanic, the total will be very close to 100 percent. To the contrary, in Dona Ana

County, the sum in 1980 was more than 130 percent. It is too late to make changes in the Census questionnaire but a special effort to publicize this distinction before the Census would improve the meaningfulness of the responses.

More generally, I believe that the quality and usefulness of the data would be improved if there were a single person in each state who had responsibility for promoting and coordinating Census activities. It would probably be best if this person were an employee of the Census Bureau; alternatively, it could be a state government employee. As currently structured, an interested private citizen does not know how to determine whether his or her community is taking appropriate actions to participate in local review, to identify census designated places so that data will be available for areas such as La Mesa and Santa Teresa in Dona Ana County, and to obtain accurate counts for election precincts. Those of us who have some involvement in Census activities are not much better informed.

ALBUQUERQUE BRANCH

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE

P.O. Box 1922
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August 9, 1989

The undercount of the decennial census is one of great urgency and of tremendous concern to African Americans living in New Mexico. Simply put, it is not a matter that can be ignored or washed away, instead it cries out for attention and active involvement now!

The Government Executive Journal, April 1988 printed the statement that the national undercount has been reduced dramatically since 1940, but the undercount for Blacks has remained much higher than the undercount for whites. This undercount can be attributed to many sources. Some are: the inability to obtain information - census takers not similar enough to be accepted in minority communities and cannot establish the rapport needed to conduct the interview; the inability or unwillingness to provide correct information on the part of the respondents - people in overcrowded housing or otherwise on the fringes of the law, or for other reasons, wish not to be counted; fear of many census takers to go into minority communites; deep seated fear and suspicion of government among those with less stake in society; the inability to recall information; errors made in estimating values for missing data; errors made in collection or coding data; and errors made in processing data.

Given the small efforts being made to bring in qualified Black outreach people to assist in the 1990 census count in New Mexico ensures another gross undercount for African Americans living in the land of enchantment. After the 1980 census incorrectly reported only five African American churces in New Mexico when in fact there are over fifty in Albuquerque, the census bureau and this hearing committee should be aware of the need to vigorously pursue an accurate count in the African American community and seek Black outreach people to assist in the count.

Why the tremendous concern? The social economic, political and educational stability of African American communities and their survival as a viable force in the life of

New Mexico are at stake. The census figures gives a profile of African Americans that affect how they are perceived in America. These same figures are the basis for distributing two vital commodities: money and votes.

The more Blacks counted, the more known possible votes and the more perceived political power. Political power carries with it more voice in governing which equates to African Americans taking their rightful place in the work place, at school, in safe, clean neighborhoods and in a system of government that represents all segments of society.

The census count is used to determine representation in the U. S. House of Representative, state legislature, county and municipal government which can provide assistance to communities for housing, health, human services and many other programs.

Because this state is almost fifty percent minority, in the next decennial count, you will see a remarkable increase in minority representation. By the year 2000 minorities will be the majority. Educational grants to help lower a startling high drop out rate and funding for other educational needs can be met to expel growing concerns in our communities.

Affirmative action goals are set by the census report. We in Albuquerque have heard too often that African Americans make up 2.5% of the population in Albuquerque. Therefore, Albuquerque Public Schools, the State, County and City governments are constantly justifying their lack of Black employment on the low numbers of African Americans in Albuquerque and in New Mexico. With the numbers being so important, consider the numbers of African Americans that are not employed that should be employed knowing of the gross undercount.

As with the social and political upheaval that marked the decade of the sixties, lack of equal access to jobs, housing, education and voting rights provides the catalyst for todays concerns. Unemployment, under-representation in government, substandard living conditions and inadequate education still cripple the lives of too many Blacks in this country.

Civic organizations and churches are dismayed at the lack of attention placed on African Americans in the 1990 census count in New Mexico. There has been little to

non existance of media coverage. The only awareness programs have been solely geared toward the Hispanic population.

Employment in the Federal census administrative area has been ignored completely for Blacks. Federal census employees are paid to organize Black leaders to help in ways that they are not monetarily compensated. Why not hire Black outreach people to go into communities and organize. The Black leadership and its institutions can serve as a bridge and a link. We need to draw on Black resources to correct this gross undercount. Blacks are the ones that can reach into areas in our communities and bring out an accurate count.

We want and are willing to fight for more than just a chance for our hungry to eat, our uneducated to learn, our homeless and poorly housed to find decent shelter and for our jobless to earn a living. These are desires that the majority in America almost take for granted. By fully engaging in politics, we will not only acquire the freedom to survive, but the opportunity to prosper. We deserve to enjoy the economic and technological advances made in America today. But, we will continue to share only in the nation's ills until we completely develop our political power. The census figures are the basis for distributing the vote, and the vote is political power.

We have yet to extend the freedom born of the American Revoluation to minorities in this land. The Civil Rights Movement will not die until it is done. It will follow the lead of the politically active, as it is now, in response to our most pressing needs. Our needs are money and votes, and they are distributed by the census count.

I urge this panel to move to a deliberate solution to our concerns.

STATEMENT BEFORE THE COMMITTEE ON
GOVERNMENTAL AFFAIRS
U.S. SENATE HEARING

Hearing-August 10, 1989

Honorable Senator Bingaman and Distinguished Guests:

I am Benny Atencio, Tribal Secretary of Santo Domingo Pueblo. It is a matter of record in the Congress that Indian people were undercounted in the 1980 Census here in New Mexico and in the Nation. At Santo Domingo, we even did our own recount after the 1980 Census, with Census Bureau approval and supervision, but the new count, which was 50% higher, was never incorporated formally into census records used by various agencies for funding and other allocation purposes. For the last ten years, we have lived with the undercounted figure, suffering adversely as a consequence. Therefore, I am here to testify to the fact that we cannot afford another undercount in 1990.

I was appointed by my tribe to be the contact person between Santo Domingo and the U.S. Census Bureau. I have attended meetings conducted by the Census Bureau to inform us about the upcoming Census. The Census Bureau has implemented a new system called the Tribal Liaison program to establish an ongoing dialogue with the tribes. I have attended an orientation session that was conducted by the Census Bureau staff in Albuquerque, NM, where many of the other tribal liaison persons were in attendance, to inform us about the Census, the maps that are to be used on the reservations, and the hiring of Census takers on the reservations in 1990.

We have conducted a review of the maps that were made for

Santo Domingo Pueblo. We found them to be inaccurate and overly complex, but we returned them to the Census Bureau with our comments, according to their instructions. I understand that we will have an opportunity to review the Census Counts when they are completed, so that we can verify that there was complete coverage of our reservation. This will prove very helpful and help assure accuracy. I also understand that the Census Bureau will provide the necessary training to review the finished count. I think it is important that census enumerators be selected and trained well in advance, not at the last moment, as has been our experience. It is also important that census enumerators have solid local expertise, including fluency in our own language. This means using criteria in addition to the testing administered by the Bureau. This is very important and might require the Bureau to adjust its present policy.

The Census Bureau should continue the outreach effort after the Census, to include training for tribes in the use and interpretation of Census information. I understand there are various census data packages available for use by tribal planners that have not in the past been made available to the tribes after a Census is taken. The continuation of the liaison program will enhance our relationship with the Census Bureau, and will enable us to derive greater benefits from the Census.

All this is good planning, but even if we have the best plan, if people don't cooperate with the Census we will have another undercount. This is why it is very important to continue to inform the people on the reservations and those Indian people who live in

the cities about the Census and how important it is to our communities. I hope we will continue to communicate so that everything will go well in 1990. I will do everything that I can to help to inform our people about the 1990 Census. Thank you, Senator Bingaman.

TESTIMONY FOR THE GOVERNMENTAL AFFAIRS SUBCOMMITTEE ON
ON GOVERNMENT INFORMATION AND REGULATION
AUGUST 10, 1989

My name is Patsy Yates. I work for the City of Las Cruces Senior Citizen's Department. I have worked in Senior Citizens Programs for the City for sixteen years. Before that I worked in Aging Programs in South Carolina and Texas. It is my conviction that the elderly residents of Southern New Mexico and specifically Dona Ana County were significantly under counted in the 1980 census. All evidence indicates that the numbers and percentages of the elderly for all ethnic groups has grown across the nation since World War II. Since 1970 all data indicates dramatic growth in all segments of the elderly in Dona Ana County.

The numbers of persons receiving Medicare, SSI, Social Security, etc. for the late 1970's did not indicate a drop in numbers or percentages of the elderly. Improvements in health care, the advent of Medicare, the initiation of elderly nutrition programs in 1972 and other improvements in social services would have indicated an expected growth in all elderly of various ethnic and racial backgrounds.

The 1970 census reported 6127 persons over 60 with an ethnic breakdown of 2% Black, 37% Hispanic, 1% Other and 60% White. At the same time Hispanics made up 42% of the total population of Dona Ana County. There were no special efforts made to obtain a complete count of those over 60 by the 1980 census. That census reported 10,006 persons over 60 but only 35% were reported as Hispanic, 2% as Black, 1% as other and 62% as White. Yet 52% of the total County population was Hispanic! It is contrary to our knowledge of the community and the elderly that the total Hispanic population increased by 10% but the elderly Hispanic population decreased even by 2%. In all likelihood, it increased by 15-20%, also.

Working with many elderly residents, we know many are monolingual Spanish speakers with limited formal education who do not read any language. Many are legal residents but not citizens. Before the amnesty program, many feared any government entity. They did not understand or believe that answering the census would not cause them problems. Many simply refused refused to respond, answer the door, etc. Others are so isolated they neither understand the importance of the census or have contacts with anyone else who does. Many do not even have a phone.

How do you reach these people in 1990? Several approaches could be used. All staff from all senior centers, nutrition programs (meals-on-wheels included), all home health or in home care agencies and all commodity food distribution agencies could be trained in (1) the importance of a complete count, (2) the importance of a good count of minorities and low income persons and (3) the importance of inquiring about and assisting their program participants to complete and return the census forms in time. The information is more apt to be correct and completed in full if someone they already know and trust helps complete it. It is also more likely to be mailed promptly if such staff remind clients to mail the form or even put it in the mail for them.

In New Mexico, with our unique rebate system for elderly and low income residents, Volunteer Tax Aides could be trained to encourage all the persons they assist from mid March through April 15 to return the census forms. Perhaps they could even assist vision impaired or illiterate residents in completing their forms. All low income housing unit managers for the elderly could also be enlisted to encourage and help residents to complete and return forms.

Politicians with high local visibility and credibility should be enlisted to do local mass media announcements on the importance to "XYZ state and our community" of a complete census count.

Radio and TV coverage and spot announcements beginning at least by mid-January, (especially on Spanish language stations in area using the "local" Spanish) must convince the public that a complete count can be very important and helpful to their community and to them. Since many English speaking rural elderly are also frail, have poor vision, are isolated etc., it is important that the announcements also be directed at them. Announcements need to be done at times which research shows the elderly listen to radio and TV most.

A final thought is that the financial institutions often use flyers in their monthly statements. Elders who do use these institutions read everything in their statements. Small, 1/3 page flyers distributed by all financial institutions in the appropriate languages in the March or April statement might be extremely effective.

Planning for services is dependent on accurate data. Undercounting, especially those over 75 and most frail will undermine both the dollars needed, preparation for the services needed and adequate staffing. It is crucial that we make the extra effort to reach these very hard to reach elders for the 1990 census. I fear the timely concentration on the homeless and minorities will not lead to adequate planning and preparation to reach this segment of the population.

COMMENT FOR U.S. SENATE SUBCOMMITTEE ON GOVERNMENTAL AFFAIRS' HEARING ON CENSUS AWARENESS AND COMMUNITY OUTREACH PROGRAMS FOR THE 1990 CENSUS, Albuquerque, New Mexico, August 10, 1989

Senator Bingaman and Panel Members:

As one who has actively participated in the preparations for two consecutive Decennial Censuses, my recommendation for the 1990 Census is that the State of New Mexico should become a more active participant in the various outreach programs just before the enumeration begins. While every Census Bureau employee I've ever met has been diligent and hard-working, the Bureau's resources are limited and can only be stretched so far. That's one of the lessons of the 1980 Census.

During the last session of the New Mexico Legislature, I recommended to numerous Senators and Representatives that the State appropriate a small amount of money to supplement the Census Bureau's outreach effort immediately prior to and during the 1990 enumeration. My recommendation fell on deaf ears. Everyone felt that publicity should be the sole responsibility of the Census Bureau. I emphatically disagree since there is so much at stake for all levels of government and all the people of New Mexico. That is another of the lessons from the 1980 Census.

There is still one more opportunity for the State to become a more active publicity agent during the upcoming Census. The State Legislature meets again in a 30 day session in January of 1990. An emergency appropriation adopted during this session would become available in mid-February, just 6 weeks before the 1990 counting begins. This money could be used to launch a media blitz throughout the State in all the dominant languages spoken in the State -- English, Spanish and the various Native American languages too. The message should emphasize the importance to the local communities -- counties, cities, school districts, senior citizens, noncitizens, etc., etc. -- that everyone be counted. Messages emanating from closer to home are usually more persuasive than those from the remote Federal bureaucracy. I believe we would all benefit from such a locally-based 1990 Census publicity effort.

I would strongly urge that the members of the panels and those attending this hearing contact Governor Carruthers and members of the State Legislature to recommend that such a Census publicity program be considered as an emergency appropriation during the 1990 session of the Legislature.

Thank you.

Sincerely,

Ron Faich

Ron Faich, Ph.D.
Demographer

STATEMENT

On Behalf of The

MEXICAN AMERICAN LEGAL DEFENSE
AND EDUCATIONAL FUND
("MALDEF")

BY

CHRISTINE JOHNSON
SOUTHWEST CENSUS OUTREACH SPECIALIST, 1990 CENSUS PROGRAM

AND

JUDITH SANDERS-CASTRO
STAFF ATTORNEY, POLITICAL ACCESS PROGRAM

BEFORE THE

SUBCOMMITTEE ON GOVERNMENT INFORMATION AND REGULATION
UNITED STATES SENATE

VIEWS ON THE CURRENT STATUS OF CENSUS OUTREACH AND PROMOTION

101st CONGRESS
1st SESSION
August 10, 1989
Albuquerque, New Mexico

Mr. Chairman and Members of the Subcommittee:

My name is Christine Johnson. I am the Southwest Census Outreach Specialist for the 1990 Census Program of the Mexican American Legal Defense and Educational Fund ("MALDEF"). Joining me today is Judith Sanders-Castro, a MALDEF Staff Attorney with our Political Access Program.

MALDEF is a national civil rights organization dedicated to the protection and advancement of civil rights for Hispanics in the United States. MALDEF's national headquarters are in Los Angeles, and we have regional offices in San Francisco, San Antonio, Chicago, and Washington, D.C.

We appreciate the opportunity to present testimony today regarding outreach and promotion in the 1990 decennial census.

MALDEF has devoted substantial staff time and resources to the census and related issues since the early 1970's because of its importance to Hispanics and the nation. We recognize that our ability to improve life opportunities for Hispanics, to protect Hispanic voting rights, and to obtain full representation for Hispanics is dependant upon a complete and accurate census count.

Given the importance of the census, MALDEF has undertaken a massive initiative to help minimize the historical undercount of Hispanics in the 1990 census. We are currently implementing a national multi-media bilingual outreach effort entitled "Hagase Contar! Make Yourself Count!" to educate Hispanics about the

importance of the census and to urge full participation, regardless of citizenship or immigrant status.

The program consists of a national media campaign over the Univision television network which will begin later this year. Our print media efforts are in coordination with the National Association of Hispanic Publications. Additionally, we have census outreach coordinators based in MALDEF offices in Los Angeles, Chicago, and San Antonio. Our coordinators are working extensively with community institutions and leaders in an effort to gain their support and assistance in fully publicizing the census within the Hispanic community. We are coordinating our outreach program with that of the Census Bureau in an effort to maximize resources and reach the largest possible audience. To insure a successful outreach program and a complete census count we present and disseminate bilingual materials at Conferences, Seminars, Workshops, Fairs and Festivals.

Through our outreach efforts, we are developing a nationwide network of organizations and individuals committed to census outreach to clients, constituents, and hard to reach populations. We base our views today on outreach, networking and our relationship with the Census Bureau and community leaders.

a. An Undercount of the Hispanic Community Must be Prevented.

A complete count of the Hispanic community provides benefits for Hispanics such as fair allocation of public funds and enhanced Hispanic representation. The American public also has a

direct interest in ensuring that Hispanics, one of the nation's fastest growing populations, as well as one of significant voting potential, are fully and accurately counted in the 1990 census.

An accurate count of the Hispanic population is critical to ensuring that the states and cities in which Hispanics live receive their fair share of public funds as well as equitable representation. These communities are often faced with tremendous social challenges and receive resources for essential programs based on population figures. Neither those states and cities nor we can afford an undercount in 1990, (Please see Attachment 1).

The Hispanic population has been disproportionately undercounted in the both the 1970 and 1980 censuses. An undercount in 1990 must be prevented. The Census Bureau estimates the total United States population in 1980 was undercounted by approximately 1%, Blacks by 6%, and Hispanics by at least 6%. The number of persons not counted, the "undercount", is generally higher for "hard to count" groups which includes Blacks and Hispanics.1 In the 1985 mid-decennial

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1 See 1990 Census Adjustment Procedures and Coverage Evaluation: Before the Subcomm. re: Census and Population of the House Comm. on Post Office and Civil Service, 99th Cong., 2d Sess. 7, 8 (1986) (statement of Barbara A. Bailar, Assoc. Director for Statistical Standards and Methodology, Census Bureau); Census Under Count and the Feasibility of Adjusting Census Figure: Hearing before Subcomm. on Census and Population of the House Comm. on Post Office and Civil Service. 100th Cong., 1st Sess. 80, 91 (1987) (article submitted, E. Erickson, J.B. Kadane and J.W. Turkey, Technical Report No. 401, Adjusting the 1990 Census of Housing and Population (1987)).

census in Los Angeles County, for example, the Census Bureau estimated a Hispanic undercount of 9.8 percent.2

b. Outreach Efforts Must be Strengthened

MALDEF has channeled tremendous energies into assessing the adequacy of plans to achieve the best count of Hispanics, building on what occurred in 1980. We have suggested both to Congress, through hearings, as well as the Census Bureau, a number of methods necessary to avoid an undercount of Hispanics in 1990.

The Census Bureau has achieved much in improving its outreach to the Hispanic community. For example, the Bureau included a Hispanic identifier item on the 100% questionnaire, expressed its intention to hire Hispanics, and planned a Spanish-language outreach program. There is, however, an urgent need for focus on improvement in the Bureau's Hispanic outreach plans.

Currently, Hispanic community outreach specialists staff many of the regional and district Census Bureau offices, however, they have not been supplied with any bilingual or Spanish-language materials. While the Bureau has expressed to MALDEF and to the House Subcommittee on Census and Population its intention to begin distribution of Hispanic-focused outreach materials by January 1990, recent legislative developments have increased the urgency for appropriate materials.

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2 G. Diffendal, The 1986 Test of Adjustment in Central Los Angeles Count, Census Bureau Undercount Research Staff, Statistical Research Division at 4.

News about Congressional debates and actions on legislative proposals to exclude undocumented residents from the census apportionment base already has increased public suspicion and ambivalence about the census. This is especially true within the Hispanic community. MALDEF census staff have received several telephone calls from around the country from alarmed community leaders inquiring about the ramifications of recent Congressional actions. The Immigration and Naturalization Service and its enforcement methods have generated fear and distrust in the Hispanic community of any federal agency, including the Bureau of the Census. This lack of trust and confidence in federal agencies will be particularly acute in 1990, since implementation of the Immigration Reform and Control Act of 1986 (IRCA)3 has increased discrimination against Hispanics.4 Public debate on the exclusion of the undocumented from the census is merely aggravating this lack of trust.

While Department of Commerce policy continues to honor its constitutional mandate to enumerate "all persons,"5 the public is

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3 see IRCA, Pub.L. 99-603, Title I, Part A, (101(a)(1) 100 Stat. 3360 (1986), codified at 8 U.S.C. (1324a (civil penalties for hiring undocumented workers).

4 General Accounting Office, Immigration Reform: Status of Implementing Employer Sanctions After the Second Year, GGD-89-16, November 1988; See also, MALDEF and ACLU, The Human Cost of Employer Sanctions: A Response to the General Accounting Office's Second Report to Congress on the Immigration Reform and Control Act of 1986, (unpublished).

5 Michael R. Darby, Under Secretary of Commerce for Economic Affairs, "Statement Submitted for the Record of the Hearing on H.R. 2661 before The Subcommittee on Census and Population, House Post Office and Civil Service Committee," August 1, 1989.

rife with confusion. At a time when the Census Bureau struggles to win the public's trust and confidence, misinformation generated by Congressional actions seek to undermine all of their efforts.

In order to counter this situation, the Census Bureau must make available as soon as possible appropriate Spanish-language outreach materials; January 1990 is simply too late. Additionally, the Census Bureau should consider an earlier broadcast schedule for its media efforts. Additionally, the Census Bureau should reinvigorate negotiation efforts with INS for a moratorium on raids during the time periods before, during and after the conduct of the 1990 Census.

MALDEF has communicated these concerns to the Census Bureau. We have offered our assistance in the production of the materials and are urging our community networks to advocate for local INS moratorium. We strongly recommend that this subcommittee also communicate these serious concerns to the Census Bureau.

Another MALDEF concern is the availability of sufficient funds for the Census Bureau to implement its outreach efforts. Based on our experiences during the last five months, it is evident that the Bureau does not have the required resources to ensure the entire public is adequately informed about the census.

The recent appropriations measure for the Department of Commerce passed by the House of Representatives included a $57

(attached)

million reduction in the President's Fiscal Year 1990 request for Census Bureau activities. We strongly suggest that this subcommittee investigate the impact this reduction in appropriations will have on the ability of the Census Bureau to adequately reach the Hispanic community, as well as other "hard to reach" populations. It is possible that the funding level for the Bureau as passed by the House may further weaken the Census Bureau's outreach plans for the Hispanic at a time when the most vigorous campaign is desperately needed.

In achieving the national goal of a complete and accurate census count in 1990, MALDEF looks to Congress for leadership in ensuring that the Constitution is upheld and that all persons in the United States are counted regardless of citizenship or immigrant status. This requires a vigorous, well coordinated outreach campaign by the Census Bureau, and the rejection of any legislation which would exclude any person from the apportionment base of the census count by the Congress.

MALDEF looks forward to working closely with this subcommittee and the Congress, as well as the Census Bureau, in an effort to achieve the best possible count of the Hispanic population. MALDEF's national census outreach staff is committed and stands ready to assist in any way possible.

This concludes my prepared remarks. I would be happy to respond to your questions or comments.

ATTACHMENT 1

Statement Submitted for the Record
of the Hearing on H.R. 2661 before
The Subcommittee on Census and Population
House Post Office and Civil Service Committee
August 1, 1989

Michael R. Darby
Under Secretary of Commerce for Economic Affairs

The United States Department of Commerce stands by our existing policy of counting all persons in the 1990 Decennial Census. The Department of Justice has advised previous Congresses based on constitutional considerations that illegal aliens must be included within the census counts for purposes of apportioning congressional representation. Moreover, based on practical considerations, the Department has determined that changing our procedures to exclude illegal aliens would be both infeasible and undesirable.

We believe there are compelling legal and public policy grounds for counting all persons irrespective of their citizenship. The Census Bureau's enumeration procedure has been guided by the requirement in the 14th amendment to count "the whole number of persons in each State." The Census Bureau has interpreted its constitutional charge and its statutory mandate to require counting every person who has a usual residence in any State. The concept of 'usual residence' dates back to the Census Act of 1790 and, while the wording of various Census Acts has changed over the decades, the concept has remained the same -- to enumerate all inhabitants.

The Department of Commerce strongly believes that to change existing policy would be entirely infeasible and would considerably undermine critical efforts being undertaken by the Bureau to assure an effective and complete count in 1990.

First, we have no way of effectively determining the legal status of individual respondents. Any attempt to reduce the "whole number of persons" of particular ethnic groups by some statistical allowance for an estimated number of illegal aliens is clearly objectionable in counting observed whole persons as fractions.

Second, adoption of this policy would undermine far-reaching progress in the area of outreach directed at the minority community. Given the importance of these programs to achieve a full and accurate count, we oppose undertaking policies which are likely to disrupt our cooperation with community organizations which provide assistance to our efforts.

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Finally, the Bureau is reluctant to undertake actions which would undermine the general public's perception of the confidentiality of census data. The absolute prohibition on any disclosure of confidential census data and the public's acceptance of these assurances are essential to the accuracy of census results.

Given that a decision to exclude undocumented aliens from the census apportionment counts would be neither feasible nor desirable, we strongly oppose the enactment of H.R. 2661.

23-351 (216)